

# **Town of Appleton Comprehensive Plan**

**June 12, 2007**



**St. George River**

**Prepared by the Appleton Comprehensive Plan Committee**

**This page intentionally left blank**

## Table of Contents

Section 1 Introduction and Executive Summary .....	7
Section 2 History.....	12
Section 3 Population .....	18
Section 4 Economy .....	24
Section 5 Housing .....	35
Section 6 Transportation .....	46
Section 7 Fiscal Capacity.....	55
Section 8 Public Facilities and Services .....	61
Section 9 Capital Improvement Plan .....	72
Section 10 Natural Resources .....	75
Section 11 Recreational Resources .....	97
Section 12 Land Use .....	103
Section 13 Regional Coordination.....	115
Section 14 Survey Results .....	120
Appendix A - Maps.....	127
Map 1 - Location.....	128
Map 2 – Transportation Network .....	129
Map 3 – Transportation Safety .....	130
Map 4 – Topography .....	131
Map 5 – Public Facilities .....	132
Map 6 – Prime Farmland Soils .....	133
Map 7 – Hydric Soils .....	134
Map 8 – Soil Suitability for Low Density Development .....	135
Map 9 – Critical Habitat .....	136
Map 10 – Water Resources .....	137
Map 11 – Land Cover .....	138
Map 12 – Existing Land Use .....	139
Map 13 – Shoreland Zoning .....	140
Map 14 – Historic Places .....	141
Map 15 – Proposed Land Use .....	142
Appendix B – Capital Improvement Plan.....	143

**Table of Tables**

Table 3-1: Appleton Historical Population .....	18
Table 3-2: Population Change by Decade .....	18
Table 3-3: Appleton Population Predictions .....	19
Table 3-4: Age Group Distribution in 2000.....	19
Table 3-5: Appleton Age Distribution Trends .....	20
Table 3-6: Appleton Population by Gender .....	20
Table 3-7: Household Size Comparison .....	21
Table 3-8: Household Numbers Comparison .....	21
Table 3-9: Appleton Households by Type .....	21
Table 3-10: Total School Enrollment .....	22
Table 3-11: Public School Enrollment of Appleton Residents .....	22
Table 3-12: Educational Attainment .....	22
Table 4-1 Median Household Income.....	24
Table 4-2 Income Distribution in 1999: 2000 Census .....	24
Table 4-3 Income Type in 1999 .....	25
Table 4-4 Poverty Status in 1999.....	26
Table 4-5 Labor Force Status: 2000.....	26
Table 4-6 Employment Characteristics in 2000.....	27
Table 4-7 Employment Characteristics in 1990.....	28
Table 4-8 Employers in Appleton (2003-04).....	29
Table 4-9 Major Employers in Knox County .....	30
Table 4-10 Major Employers in Waldo County .....	30
Table 4-11 Workplace of Appleton Residents.....	31
Table 4-12 Commuting Method - 2000 .....	31
Table 4-13 Taxable Sales (in thousands of dollars) for Appleton .....	32
Table 4-14 Total Taxable Sales by Sector in Thousands of Dollars for Knox County ....	32
Table 5-1 Total Housing Units .....	35
Table 5-2 Appleton Housing Predictions.....	35
Table 5-3 Housing Units in Structure .....	36
Table 5-4 Year Structure Built.....	36
Table 5-5 Total Appleton Housing Building Permits Issued.....	37
Table 5-6 Home Construction in Appleton.....	37
Table 5-7 Appleton Housing Characteristics in 2000.....	37
Table 5-8 Housing Occupancy and Tenure .....	38
Table 5-9 Appleton Specified Owner-Occupied Housing Units .....	39
Table 5-10 Appleton Specified Renter-Occupied Housing Units.....	39
Table 5-11 Housing Affordability by Income in Appleton 2003 .....	40
Table 5-12 Appleton Households: Monthly Owner Costs in 1999.....	41
Table 5-13 2003 Housing Affordability .....	41
Table 5-14 Median Home Sale Prices in Appleton .....	42
Table 5-15 Appleton Age of Householders in 2000 .....	43
Table 6-1 Appleton Roadway Inventory.....	47
Table 6-2 Commuting Methods of Appleton Residents .....	48
Table 6-3 Where Appleton Residents Work.....	48
Table 6-4 Traffic Volumes.....	49

Table 6-5 Locally-Identified Hazards .....	50
Table 6-6 Appleton Bridge Inventory .....	51
Table 6-7 Parking Lots.....	52
Table 7-1 Top Five Appleton Taxpayers in 2003 .....	55
Table 7-2 Property Tax Burden Rankings .....	57
Table 7-3 Town of Appleton Actual Revenues 1999-2003 (for year ending June 30).....	58
Table 7-4 Town of Appleton Actual Expenditures 1999-2003 (for year ending June 30)	58
Table 8-1 Per-Pupil Operating Costs .....	64
Table 8-2 Public Water Supplies in Appleton .....	68
Table 10-1 Town of Appleton Land Cover.....	76
Table 10-2 Per-Acre Phosphorus Allocations for Selected Water Bodies in Appleton ...	78
Table 10-3 Forested Land in Appleton .....	83
Table 10-4 Summary of Timber Harvesting in Appleton .....	84
Table 10-5 Appleton Soil Suitability for Low Density Development .....	86
Table 10-6 Rare Species/Natural Communities Summary .....	88
Table 12-8 Town of Appleton Land Cover.....	105
Table 14-1 What is your opinion about the adequacy of town services? .....	120
Table 14-2 What type of land use would you like to see in Appleton? .....	121
Table 14-3 Should Appleton encourage the preservation of .....	121
Table 14-4 Should Appleton retain and /or acquire land for public use .....	121
Table 14-5 Should Appleton have ordinances to cover specific activities such as environmental protection, site improvement, and junkyards .....	121
Table 14-6 Zoning to Control Development.....	122
Table 14-7 If the demand for multifamily housing in Appleton should develop, should the housing units be .....	122
Table 14-8 Type of Housing Desired in Appleton.....	122
Table 14-9 Mobile Homes Parks .....	122
Table 14-10 Control of Minimum Lot Sizes (Less than 1 acre).....	123
Table 14-11 Types of Businesses or Industries to Move into Town or Expand .....	123
Table 14-12 Small Business (If standards relating to traffic safety, environment, and neighborhood impacts are met).....	123
Table 14-13 Transportation.....	124
Table 14-14 Who should be responsible for bringing substandard town roads up to standard when houses are built on these roads .....	124
Table 14-15 Makeup of Responders Households by Sex and Age.....	124

<b><u>Original Members of the Comprehensive Plan Committee: 2004</u></b>	
Daniel Baker	Nancy Macirowski
Donald Burke	Jim Pitman
David Burr	Sidney Quarrier
Jackie Dunham	Ruth Rothrock
David Gould	Ellen Taylor
Robert Hall	Elaine Tracy
Hugo Heriz-Smith	Richard Tracy
Laurie Heriz-Smith	Taylor Vaughan
Jan Janville	Suzanne White

<b><u>Current Members of the Comprehensive Plan Committee: 2006</u></b>	
Daniel Baker	Jan Janville
Nancy Brown	Jim Pitman*
Donald Burke	Sidney Quarrier
Kathryn Coffey	Ruth Rothrock
Jackie Dunham	Ellen Taylor
David Gould	Elaine Tracy, Chair
Hugo Heriz-Smith	Richard Tracy*
Laurie Heriz-Smith	
*Sadly, both of these valued members of the committee passed away before the document was completed.	

Revision	Description	Date
-	Draft	Jan 2005
	Draft	March 2005
	Draft	August 2006
	Draft	Dec 2006
	Final Draft	March 2007

<b>Signatures</b>	
<b>Committee Chair:</b> _____	<b>Date:</b> _____
Elaine Tracy	
<b>Selectmen:</b> _____	<b>Date:</b> _____
Donald Burke	
_____	<b>Date:</b> _____
Walter Esancy	
_____	<b>Date:</b> _____
Leroy Frost	

## **Section 1 Introduction and Executive Summary**

### **Introduction**

Appleton is a small community of about 1,306 residents in northernmost Knox County, Maine, about 15 miles inland from Penobscot Bay and the coastal towns of Camden and Rockland, about 30 miles east of the state capital of Augusta, and 60 miles southwest of Bangor.

This comprehensive plan seeks to protect home rule powers, promote the types of development that Appleton residents want, preserve the resources that the residents value, support the local economy, and suggest cost savings for municipal facilities and services. Recommendations made in this plan are based on the existing inventory of town resources and the trends in local and regional development. This plan was drafted through the efforts of Appleton residents. Town residents approved the last Comprehensive Plan in 1992. There is consensus today that the plan must be updated to reflect the changes that have occurred since then and to look ahead.

Both formal surveys and numerous informal conversations with town residents indicate that a large majority of people would like to preserve Appleton's rural character. Such rural character includes the presence of pastoral and wild landscapes, and broad vistas over spectacular scenery. The concept of rural character also includes the existence of working farms and forests, the opportunity to make a living close to home, and freedom from excessive outside regulation. A strong sense of community is important to residents as well. The committee carefully considered such ideas and many more during the preparation of the plan. The writers of this plan have attempted to strike a balance between individual rights and the public interest in developing guidelines for Appleton's growth over the next ten years.

### **Executive Summary**

Summaries from each section are presented here; please see the sections for in-depth inventory, analysis and recommendations. **IMPORTANT NOTE:** Data and information in this plan are as of **2003**.

### **History**

The history of Appleton is substantially based upon the natural resources that drove the local and regional economy, including forestry and agriculture. Early residents engaged successfully in a variety of businesses. Many current residents can trace their families back to the town's early days. Appleton still enjoys many of the benefits from its past, as a small town with a strong sense of community, where people look out for one another. While encouraging new development, the town should seek to maintain a link to its heritage through the protection of historically significant buildings and support of the Appleton Historical Society.

### **Population**

The population of Appleton has grown considerably over the past thirty years. Families continue to be attracted to the town given the more affordable housing and land found in town than in service centers and coastal communities, and because of the proximity to employment in service centers. The town's population is younger on average than found at the Knox County and State levels. However, the median age of town residents is

increasing. The total number of school age children has increased, although the last few years show little increase. As with Knox County and the State, Appleton has seen a decrease in the average household size. More retirees, single person and single parent households are locating in Appleton.

### **Economy**

The top four sectors of employment for Appleton residents (who work in Appleton or elsewhere in Maine) in order were 'Construction' tied with 'Education, health and social services'; 'Retail Trade'; and 'Manufacturing'. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. In 2000, less than 15% of Appleton residents who worked did so in Appleton. According to the 2004 survey results 20% of Appleton residents who responded to the survey work in Appleton. Appleton has a slightly higher unemployment rate than seen countywide. Most residents, who responded to the 2004 public opinion survey, support the expansion of the following types of business development in Appleton: farming, professional services, craft industries, and repair services. Many would like to see restaurants or bed & breakfast operations in town but not hotels or inns. There is strong feeling that no heavy industry or toxic waste storage be allowed to develop.

### **Housing**

The majority of Appleton residents live in owner-occupied single-family housing. There is a range of new housing in town, with an increase in the use of more affordable manufactured homes. Appleton will continue to attract young working families due to the availability of relatively more affordable housing and land than found in nearby service centers and the coastal communities in which more employment opportunities are found. As well, the percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Proposed ordinance provisions will seek to encourage affordable housing in appropriate areas of town where municipal services can be provided in a cost-effective manner. It is important to note that at a Special Town Meeting held December 12, 2006 the voters adopted "The Town of Appleton Mobile Home Park/Manufactured Housing Park Moratorium Ordinance" by a vote of 87 to 17. This will give the Planning Board time to review the current ordinance language. Any changes that result would again have to go to the voters for approval.

### **Transportation**

Major transportation linkages in Appleton consist of SR (State Route) 105 and SR 131. Residents rely on the road network as their primary means of transportation movement. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Appleton's roadways are in fair to good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its local roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Since Maine DOT has jurisdiction over state roads and several bridges within Appleton, the town will continue to communicate and cooperate with that department to ensure necessary roadway improvements are made in a timely manner.

### **Fiscal Capacity**

From 1999 to 2003, total municipal revenues increased by 20%, mostly from increased property tax assessments, while total municipal expenditures increased by 13.5%. State funds have decreased as a percentage of Appleton's municipal budget. Appleton's tax rate is below the median when compared to the statewide and countywide averages.

Education accounts for the highest percentage of municipal expenditures. As indicated by the figures, Appleton has been doing very well in managing its finances over the last five years and the mil rate has remained within a consistent range.

### **Public Facilities and Services**

Through proper maintenance and investment, Appleton's public facilities and services have remained in good shape overall. As the population increases, the demands for existing services and for new services will increase as well. Townspeople will decide how much they can afford and are willing to pay for those services over which the town has control. The town has provided reserve accounts for many necessary items. Prudent management decisions at the local level have enabled the town to avoid making large capital investments within one tax year. However, there are issues that do need to be addressed to eliminate possible future repercussions. These issues include repairs to, or replacement of, the existing Town Hall building; more community meeting space; future repairs to the Appleton Village School; more cemetery space and public access to Sennebec Pond.

### **Capital Improvement Plan**

The capital improvement plan (CIP) guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. By planning ahead, capital improvements can be funded through savings, borrowing or grants without incurring burdensome expenses in any one year that would tend to significantly increase property taxes. The recommended improvements for the next ten years are shown in the CIP listing of this section and are based on the inventory, analysis, projected need, state and federal mandates, and on the recommendations of the town and townspeople. See Appendix B for the 2005 Capital Improvement Plan.

### **Natural Resources**

Almost 69% of Appleton is forested, 18% is wetlands/open water and almost 14% is grassland/cultivated. Cedar Swamp (about 1,000 acres) and Pettengill Swamp (1,100 acres) function in part as headwaters of and provide flood and water quality protection for the Medomak River. Cedar Swamp has the northernmost occurrence of Atlantic White Cedar. The town currently offers protection of its natural resources with locally adopted shoreland zoning, resource protection, floodplain management, site plan review, subdivision, and mining ordinances. These ordinances will be updated as needed to be consistent with the requirements of state and federal regulations. The town will continue to cooperate with the many local and regional organizations working to protect the natural resources within and surrounding Appleton, including the Georges River Land Trust, the Medomak Valley Land Trust and the Nature Conservancy. Regional efforts should focus on aquifer protection, watershed protection, and land conservation. Performance standards for aquifer and surface water protection are to be included in the land use ordinance and provided when applicable to neighboring communities.

### **Recreational Resources**

Most of Appleton's recreational opportunities depend upon the natural resources of the town and region. The town has few municipal recreational facilities. Traditionally, local attitudes have been that unimproved land is often viewed as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because everyone knows each other. This is changing, due in part to the influx of new residents, both year round and seasonal. As more and more residents restrict the use of their land, informal public access to large amounts of private land becomes increasingly problematic. This makes the limited amount of public access provided on town-owned lands increasingly important to residents. Since the town's most important recreational resources rely on public access, the town should seek to maintain and improve this access, working in cooperation with landowners, volunteer organizations and land trusts.

### **Land Use**

Current land uses and town land use related ordinances are described in this chapter. The proposed land use plan suggests an orderly framework for development and related municipal service facilities to reduce public expenditures, promote affordable housing, protect the local economy, and preserve natural resources. If current development trends continue without appropriate land use regulations, Appleton could lose the character, traditional natural resource based economy and rich heritage of our community.

It should be remembered that this plan is not an ordinance, but a guide for Appleton's future. As such, it contains many recommendations. Any ordinance arising from the recommendations contained herein would require approval by a majority of the voters at a town meeting.

Successful implementation of the policies recommended in this plan will require the cooperation and increased participation of townspeople in their local government. Both existing and new committees will require participation by a broad segment of the town's population.

### **Regional Coordination**

Comprehensive planning recognizes the importance of regional cooperation for land use, the economy and the environment. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the Natural Resources Chapter of the plan, the town should attempt to develop compatible resource protection standards with nearby communities. Most town residents depend on the region for employment and for consumer needs. Cost savings for public services are accomplished through regional cooperation. Currently the town realizes savings in the education of its students, in police and fire protection, ambulance service, animal control and waste management. Seeking improvements in these arrangements and other services should continue.

### **Survey Results**

Appleton residents, tax payers, and business people were surveyed in May of 2004 by the Appleton Comprehensive Plan Committee. Of 714 surveys mailed out, 248 responses were received (34% return). According to the results of the survey, the majority of the respondents agree that it is important to preserve Appleton's rural character, quiet beauty, abundance of wildlife, and to protect those features of the town that make it a special place to live. Rising taxes are seen as the least favorable aspect of living in Appleton and are viewed as the most important issue facing the town. Other issues of concern are

uncontrolled growth, loss of open space, and speeding and traffic problems. The conclusion drawn from these results suggest that the Planning Board should address ways to preserve the rural character of the town and manage new growth. For detailed survey results, see Section 14.

**Maps**

The maps included in Appendix A of this plan show Appleton's roadways, topography, public facilities, soils, critical habitat, water resources, land cover, existing land use, Shoreland Zoning, historic places, and proposed land use. The information used to create these maps has been derived from multiple sources. The maps as provided are for reference and planning purposes only and are not to be construed as legal documents or survey instruments.

## **Section 2 History**

### **Historic Period**

The present-day Town of Appleton is a small part of the area granted under the Muscongus Patent on March 2, 1630. The strange-sounding name refers to one side boundary, the Muscongus River (now called the Medomak) of the large diamond-shaped grant that was about 30 miles on each edge. The grant had various part-owners and investors down through the years, such as the Ten Proprietors and their Twenty Associates (referred to as the Thirty Proprietors), their heirs or assignees, General Samuel Waldo (son of one of the original Twenty Associates), and later General Henry Knox. After General Waldo's death, the grant was divided. The Waldo heirs obtained the larger portion, which became known as the Waldo Patent; that was the part later collected by General Knox. The Twenty associates acquired a smaller portion of about 100,000 acres in 1768, including what is now Appleton as well as Camden, Hope, Liberty, and Montville.

A few early explorers came up from the trading posts at Thomaston and Warren, and in the 1700s forest surveyors scouted the area for masts for the British Navy. Actual settlement did not occur until the beginning of the Revolutionary War, about 1775-1776. The eastern part of the general region was settled by people coming in from the coastal area of Camden and became known as Barrett's or Barrettstown after the largest owner. Later this was named Hope.

The western region became known as Appleton Plantation. The source of the name has been thought to be Nathaniel Appleton, Clerk of the Proprietor's Committee who signed early deeds, or Samuel Appleton, an early settler of Barrettstown. The eastern border of the plantation was halfway up the east side of Appleton Ridge, between the St. George River and Appleton Ridge Road.

Appleton incorporated as the 283rd town in Maine on January 28, 1829. Later, families in the St. George River valley, which was part of Hope, petitioned the Legislature to have their section annexed to Appleton from Hope. Although Hope opposed it, the bill succeeded. On February 20, 1843, about eleven and one-half square miles on the western edge of Hope were annexed to Appleton. This included settlements at McLain's Mills, now Appleton Village, and Packards or Smiths Mills, now North Appleton.

According to an 1859 map, mills were also established at the eastern mill pond (later Shermans Mill), at Pettengill Stream on the road to Proctors Corner, on the Medomak River in the vicinity of Burkettville Corner, as well as in Fish Town, and at Kirk Brook at the west side of Sennebec Pond. The largest settlement was at McLain's Mills, with many businesses of that day flourishing. The St. George River Canal, built in 1794, and rebuilt in 1845 to 1848 from Thomaston to Searsmont, carried products to market during its few years of operation.

The lumber boom in Maine brought the highest population of 1,727 in 1850. During this productive period there were sawmills; planing, shingle, stave and heading mills; cooper shops making barrels for coastal lime, fish and local apples; a gristmill, a carriage maker, a tannery, mines, blacksmiths, a hotel and many other merchants. Agriculture in the form of truck gardens, strawberry farms, dairies, cattle and pig farms, and orchards, was carried on in all parts of town.

New businesses took the place of some lost. Poultry and egg farms; blueberry cultivation; squash and other crops for canneries; woodcutting for lumber, pulpwood and firewood. employed many. Sand and gravel pits provided material for highways and the construction industry. Recreation facilities were also developed. Over 100 deer per year were killed in Appleton. Stocking of fish and game birds has improved fishing and bird hunting. Vacation cottages have been constructed at Sennebec Pond, and the West Sennebec Campground has operated since 1970. A snowmobile trail has been developed throughout the town for winter sportsmen. In recent years, poultry and cattle-raising have decreased for a variety of reasons. Agriculture in general has become less important as more residents go out of town to earn a living.

### **Historic Places**

The Maine Historic Preservation Commission maintains an inventory of important sites including buildings or sites on the National Registry of Historic Places (NRHP). They record two such listings for the town: Gushee Family House, 2868 Sennebec Rd., and the St. George River Canal.

As with other Maine areas located near the coast, Appleton was settled soon after the Revolutionary War. Remnants of that early period can be seen in old stonewalls, cellar holes, mill foundations, ruins of dams, and in a few more substantial structures such as houses and barns. In keeping with the goal of maintaining the town's rural character, preservation of this cultural heritage should be strongly encouraged. This section lists some of the more prominent or significant landmarks.

**Appleton Mining & Smelting Co.:** Located on the east side of the Gurneytown Road, the site is overgrown and barely visible from the road, but exists as a reminder of economic activity in the past. It is in no danger now but could be destroyed if the land were developed.

**Sherman's Saw & Stave Mill:** Run for many years by waterpower from the Mill Pond, formed by a dam across Allen Brook, this historic mill is in reasonably good condition.

**John Hall's Lime Kiln:** Operated from 1872 to 1903 off the Peabody Road, this site is well-preserved on private land.

**Lime Quarry:** Several hand-dug quarry sites exist across the road from Hall's kiln. Other than being on private land, they are unprotected. There are also a few along the St. George River in North Appleton on the east side.

**St. George River Canal:** The canal was first built in 1794, one of the oldest canals in the U.S. (the Erie was built in 1825). It was built to provide transport for products from the region to be transported to the coast. These products included lumber, firewood (for the lime kilns, households and businesses), shingles, staves, hay, lime and farm products including sheep and cattle. Boats were poled instead of towed by animals, and provided with sails to cross the ponds. Since it was poorly built, it lasted only several years. In 1847 it was rebuilt, connecting Quantabacook Lake in Searsmont to Warren. Parts of the canal that ran from Warren to Searsmont can still be seen along the river. Most striking are the remains of a canal lock at North Appleton on the west side of the river. Rock walls and remnants of a wooden gate can be seen. The channel of the canal is also traceable along the west side of the river from the bridge south, but time is diminishing its evidence. This section was built in 1848 and used heavily for a short time but it was

never a financial success, ceasing operation in 1850. The canal lock is listed in the National Register of Historic Places.

**Cattle Pound:** Since most of the stones have been removed, there is little remaining except the site itself. The cattle pound is located on the East side of Appleton Ridge Road adjacent to the former Ira Proctor home.

**Appleton Baptist Church:** Located on Searsmont Road, the church was built in 1845 and 1846 and has been in use ever since. It is well maintained by the congregation.

**Appleton Library:** Built on Sennebec Road as *C.A. Keene's Store* before 1859, the structure served as the local Grange Hall from 1875 until 1968. The Mildred Stevens Williams Memorial Library, a non-profit corporation, maintains the building and continues to use it as a public library.

**The former Appleton Village School:** This structure was built in 1929 after the previous school uphill from this building was destroyed by fire. It is now the Appleton Town Hall. In 1989 townspeople voted to keep and maintain it, although some of the windows were changed in the 1970s to conserve heat.

**Union Meeting House:** This handsome building on Sennebec Road was constructed in 1848 as a non-denominational church. After a period of active use, it was used for Memorial Day services, funerals, and school programs. The Memorial Association handled its maintenance. The Mildred Stevens Williams Memorial Library made the balcony over to be used as a library. The first Improvement Committee made an effort to preserve it. The Appleton Historical Society was organized to restore the building and became the legal owner in the 1970s. Work has been underway since then. The society raises funds to supplement a restoration endowment left by Hilda Paxman.

**Town House:** Located on Town Hill Road, this structure was built in 1846 after McLain's Mills was annexed to Appleton from Hope. It is a privately owned barn, and its future depends on the owner's discretion.

**Oakes Mansion:** Built in 1900, the Oakes Mansion is privately owned, in fair condition and located on the south side of Appleton Ridge Road near Oakes Corner.

**Odd Fellows Hall:** Built in 1893, this building on Searsmont Road near the center of the village was recently renovated into two apartments and has significantly changed.

**First Town Hall:** Built in 1808, this may be the barn now standing on the Pitman's land on Appleton Ridge Road, or it may have been the one to the rear that was demolished.

**Medomak Valley Grange:** Built in 1875, this building is well cared for by the active grange and located on Burkettville Road near the center of Burkettville.

**The former Burkettville Store:** Built sometime before 1859, the Burkettville Store stood in the center of this small community on what is now Burkettville Road. Formerly the Burkettville Post Office, it is presently unoccupied. The store closed in 1984.

**Gushee's Corner Veterans' Memorial Tablet and Flag Pole:** This tiny park, located at the intersection of Sennebec Road, Sleepy Hollow Road and Peabody Road (called Gushee's Corner), was dedicated in 1929 during the Centennial celebration. Neighbors on behalf of the town maintain the site. The greatest threats to its well-being are vandalism and possible highway widening.

**Burkettville Memorial Stone:** Located at the intersection of Burkettville Road and Collinstown Road and erected in 1966-67, this tablet was put out by the Appleton Improvement Committee and Medomak Valley Grange. It is in excellent condition and

well cared for. Behind it stood the Burkettville School (K-8) until 1963, at which time all students were transferred to the Village School.

### **Rehabilitation Grants**

The Federal Historic Preservation Tax Incentives program rewards private investment to rehabilitate certified historic structures (a building listed individually in the National Register of Historic Places or a building located in a registered historic district and certified by the Secretary of the Interior as contributing to the historic significance of the district). The building must currently be used or will be used for commercial, industrial, agricultural, or rental residential purposes, but not used exclusively as the owner's private residence. Under PL 99-514 Internal Revenue Code Section 47, tax incentives include:

- A 20% tax credit for the certified rehabilitation of certified historic structures.
- A 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.
- A Maine State taxpayer is allowed a credit equal to the amount of the Federal credit claimed by the taxpayer under section 47 of the Internal Revenue Code for rehabilitation of certified historic structures located in Maine. The credit is nonrefundable and is limited to \$100,000 annually per taxpayer.

### **Cemeteries**

Cemeteries are a cultural resource providing insight into the history of the community. An inventory of Appleton's larger cemeteries is listed below, and shown on the Public Facilities Map. See the Public Facilities Section for a summary of cemetery capacity.

- Weymouth Cemetery (West Appleton Rd)
- Miller Cemetery (Miller Cemetery Rd)
- Sprague Cemetery (Appleton Ridge Rd)
- Metcalf Cemetery (Guinea Ridge Rd)
- Quaker Cemetery (Sennebec Rd)
- Hart Cemetery (Appleton Ridge Rd)
- Clark Cemetery – private (Burkettville Rd)
- Esancy Cemetery (Fishtown Rd)
- Pine Grove Cemetery (Pine Grove Lane off Sennebec Rd)

### **Archaeological Sites**

There are no known historical archaeological sites within Appleton, as recorded by the Maine Historic Preservation Commission (MHPC).

There are four known prehistoric archaeological sites located within Appleton, according to the MHPC. They are numbered 40.4, 40.11, 39.2 and 39.23, and are in shoreland areas of the St. George River and Sennebec Pond. These sites were located through the collection reports of amateur archeologists. No systematic professional surveys have been conducted. MHPC recommends such professional surveys for the St. George River Valley, Cedar Swamp and Dead River Swamp, and is now collaborating with the Georges River Land Trust to examine various sites along the river. Dr. Arthur Spiess, the senior archeologist at MHPC, has offered to "consider" surveying "high priority" parcels in Appleton, as the funds are made available to him. Currently the Maine State Museum is studying an artifact found recently on Appleton Ridge, possibly dating back to the red paint people (2000 – 4000 B.C.).

Significant archaeological sites should be identified and protected. Shore land zoning, floodplain management and land use ordinance performance standards can be used to protect such sites. Owners of significant sites may be asked permission for the nomination of archaeological sites on their property to the National Register of Historic Places, and additionally to donate preservation easements if they so desire. National Register listing extends protection of Federal legislation against actions by Federal agencies, while the combination of National Register listing and preservation easement with posting against ground disturbance extends the protection of State Antiquities Legislation to archaeological sites.

### **Threats to and Protection of Existing Historic and Prehistoric Sites**

**Historic Buildings:** The historic buildings that have been identified above are not protected within the provisions of existing land use regulations. Without the proper ordinances in place, the loss or conversion of the remaining buildings is possible.

**Archaeological Sites:** The locations of the above referenced archaeological sites are protected under shoreland zoning and floodplain management ordinances that have been adopted by the town.

### **Summary**

The history of Appleton is substantially based upon the natural resources that drove the local and regional economy, including forestry and agriculture. Early residents engaged successfully in a variety of businesses, including shingles, staves for barrels, apples, strawberries, dairies, cattle and pig farms and blacksmithing. Many current residents can trace their families back to the town's early days. Appleton still enjoys many of the benefits from its past, as a small town with a strong sense of community, where people look out for one another. The town should seek to maintain a link to its heritage through the protection of historically significant buildings and support of the Appleton Historical Society. Many of the historic sites are located on private land, leaving their fate in the hands of present owners. Fortunately, most owners respect their antiquity and leave them undisturbed, providing a form of benign protection. Appleton's few historic structures and sites are subject both to slow deterioration and instances of rapid change such as demolition or remodeling.

### **Issues of Concern**

1. The steady growth rate of the town over the past decade could have an adverse effect on our comparatively few cultural resources, especially historic buildings and sites.
2. Some owners may be unaware not only of the cultural value of historic sites on their property, but perhaps even of their presence and location.

### **Policy**

To preserve important historic and archaeological resources from development that could threaten these resources.

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for

strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be addressed within ten years.

1. Awareness of historic structures and artifacts should be promoted, including the consideration of listing of additional sites on the National Register of Historic Places for Appleton. (Appleton Historical Society) - *Ongoing*
2. Potential areas and artifacts of historical and archaeological significance should be professionally surveyed and documented, and historical and archaeological sites and artifacts should be monitored to ensure their protection and preservation. (Appleton Historical Society) - *Long Term*
3. Developers should provide evidence that their proposals will not negatively impact known (or possible) archaeological sites. (Planning Board) - *Ongoing*
4. The Town should encourage and assist landowners in preserving the remnants of the St. Georges River Canal, one of relatively few navigation canals in Maine. (Appleton Historical Society) - *Long Term*
5. Amend the subdivision ordinance to include preservation of historic and archaeological (prehistoric and historic) resources as part of the subdivision application process. (Planning Board, Town Meeting) - *Immediate*

### Section 3 Population

This section identifies and analyzes the characteristics, interrelationships, and trends of Appleton's population. This information provides important background for other Inventory and Analysis sections, as well as for the development of comprehensive planning policies and implementation strategies.

Appleton has grown steadily in the past forty years, from 672 persons in 1960 to 1,306 persons in 2002, an average annual growth rate of 2.25%. Moreover, since 1980, Appleton has grown at a much faster pace than either Knox or Waldo County or the State.

**Table 3-1: Appleton Historical Population**

Year	Pop	Year	Pop	Year	Pop
1790	173	1870	1,485	1950	671
1800	114	1880	1,348	1960	672
1810	316	1890	1,080	1970	628
1820	511	1900	975	1980	818
1830	735	1910	842	1990	1,069
1840	891	1920	683	2000	1,271
1850	1,727	1930	574	2002*	1,306
1860	1,573	1940	641	2003	

Source: Census, \*Census Estimate

#### Migration Analysis

Analysis of birth and death statistics and census population totals may indicate whether a town's population is changing because of natural change or because of migration. Births to Appleton residents between 1990 and 2003 equaled 193, while deaths equaled 101: this natural increase accounts for 92 persons. The balance of growth seen is due to net migration; 145 additional people since 1990, as seen in Table 3-1.

#### Population Comparisons

Table 3-2 shows the year-round population and growth rate by decade in Appleton, Knox County, and Maine since 1930. Appleton's growth has outpaced the County and State.

**Table 3-2: Population Change by Decade**

Year	Appleton		Knox County		Maine	
	Number	% Change	Number	% Change	Number	% Change
1930	574	--	27,693	--	797,423	--
1940	641	11.67%	27,191	-1.81%	847,226	6.25 %
1950	671	4.68%	28,121	3.42%	913,774	7.85 %
1960	672	0.15%	28,575	1.61%	969,265	6.07 %
1970	628	-6.55%	29,013	1.53%	992,048	2.35 %
1980	818	30.25%	32,941	13.54%	1,124,660	13.37 %
1990	1,069	30.68%	36,310	10.23%	1,227,928	9.18 %
2000	1,271	18.90%	39,618	9.11%	1,274,923	3.83 %

Source: Maine Census

#### Population Forecasts

The planning period for this comprehensive plan is ten years. Accordingly, it is important to forecast population growth for the next decade. The State estimates that Appleton's

population will total 1,480 persons in 2015. If the town's average annual rate of growth of 1.85% annually (non-compounded), as evidenced from 1990 to 2002 continues, our population would increase to total 1,620 persons by the year 2015 (or 1,567 using linear regression analysis which better accounts for fluctuations in population). Over the longer term, from 1960 to 2002, a 2.25% per year (non-compounded) growth rate was seen. If that trend continues, the town's population would increase to total 1,687 persons (or 1,496 using linear regression) by the year 2015. Changes in land use, such as increased year-round residential development will help determine the actual population growth of our town. For planning purposes, Appleton's population is projected to total between 1,496 to 1,687 persons by the year 2015.

**Table 3-3: Appleton Population Predictions**

Timeframe on which prediction is based	Average Growth Per Year (Non-Compounded)	Population Predictions for 2015	
		Using Average Growth Per Year (NC)	Using Linear Regression Analysis
1960-2002	2.25%	1,687	1,496
1990-2002	1.85%	1,620	1,567

*Source: Mid-Coast Regional Planning Commission*

### Seasonal Population

No State or Federal statistics on seasonal population for Appleton are available. Based on a total of 43 seasonal housing units reported in the 2000 Census, and estimating household size for non-residents at 2.4 persons on average, approximately 103 additional persons may reside in Appleton seasonally. This figure includes rental units, and is in line with town estimates. There are no hotels or inn type establishments to date.

### Age Distribution

The following statistics are comparative by age group for Appleton, Knox County and the State. Appleton has a greater proportion of young people, those under 19 years old, than does Knox County and the State. The median age of Appleton's residents is lower by 5.3 years than the Knox County resident median age, and 2.5 years lower than the State resident median age. Appleton's age distribution results from the influx of young families with children, as housing costs, discussed in the Housing Section, are lower here than in nearby coastal communities and service centers.

**Table 3-4: Age Group Distribution in 2000**

Age Group	Appleton		Knox County		Maine	
	Number	%	Number	%	Number	%
Under 5 years	87	6.8	2,082	5.3	70726	5.5
5 to 9 years	104	8.2	2,383	6.0	83022	6.5
10 to 14 years	114	9.0	2,762	7.0	92252	7.2
15 to 19 years	91	7.2	2,437	6.2	89485	7.0
20 to 24 years	40	3.1	1,691	4.3	69656	5.5
25 to 34 years	172	13.5	4,655	11.7	157617	12.4
35 to 44 years	244	19.2	6,210	15.7	212980	16.7
45 to 54 years	186	14.6	6,404	16.2	192596	15.1

Age Group	Appleton		Knox County		Maine	
	Number	%	Number	%	Number	%
55 to 59 years	53	4.2	2,232	5.6	68490	5.4
60 to 64 years	51	4.0	1,930	4.9	54697	4.3
65 to 74 years	76	6.0	3,377	8.5	96196	7.5
75 to 84 years	45	3.5	2,497	6.3	63890	5.0
85 years and	8	0.6	958	2.4	23316	1.8
Median age	36.1	--	41.4	--	38.6	NA

Source: Census

In proportion to Appleton's total population, a slight increase in the young and middle-aged adult population, and a larger increase in the older population has been evidenced since 1990. See Table 3-5 for these figures. During the same period, the proportion of children under 5 decreased, while 5-17 year olds stayed about the same. The median age of residents increased 2.6 years to 36.1 years old.

**Table 3-5: Appleton Age Distribution Trends**

Age Group	1990		2000		2015 Predicted	
	Number	%	Number	%	Number	%
Under 5	91	8.5%	87	6.8%	85	5.0%
5-17	241	22.5%	285	22.4%	364	21.6%
18-24	52	4.9%	64	5.0%	87	5.2%
25-54	497	46.5%	602	47.4%	821	48.7%
55-64	85	8.0%	104	8.2%	147	8.7%
65 and older	103	9.6%	129	10.1%	183	10.8%
Median Age	33.5	--	36.1	--	--	--

Source: Census and Mid-Coast Regional Planning Commission

Assuming the highest of Appleton population projections for the year 2015 of 1,687 persons, the age distribution for 2015 presented in Table 3-5 is predicted based on recent trends. Given the chance that population growth may occur at a different rate than forecasted, it is believed that the percentages shown for the year 2015 are of more value for planning purposes than the actual numbers of persons predicted for each age group. Males constituted a slight majority of the town population in 1990, while females did in 2000.

**Table 3-6: Appleton Population by Gender**

Year	Female		Male		Total
	Number	%	Number	%	
1990	532	49.8	537	50.2	1,069
2000	640	50.4	631	49.6	1,271

Source: Census

The average household size in Appleton decreased 4%, indicating the presence of more households with fewer or no children. This trend was less pronounced than seen at the County and State levels.

**Table 3-7: Household Size Comparison**

Average Household Size and Growth Rate		1990	2000
Appleton	Persons per household	2.76	2.65
	% growth	--	-4.0%
Knox County	Persons per household	2.45	2.31
	% growth	--	-5.71%
State	Persons per household	2.56	2.39
	% growth	--	-6.64%

*Source: Census*

Household numbers in Appleton grew faster than at the County level and more than double the State rate. At the local, county and state level, the rate of household growth has outpaced the rate of total population growth. This indicates the presence of more retiree, single-person, and single-parent households.

**Table 3-8: Household Numbers Comparison**

Number of Households		1990	2000
Appleton	Number	388	480
	% growth	--	23.7%
Knox County	Number	14,344	16,608
	% growth	--	15.78%
State	Number	465,312	518,200
	% growth	--	11.37%

*Source: Census*

From 1990 to 2000, Appleton's family households increased in absolute terms but decreased as a proportion of total households to 72.1%. Married couples increased in number, but decreased as a proportion of total households to 62.3%. The number of single-person households increased in both absolute and proportional terms to comprise 21.7% of households.

**Table 3-9: Appleton Households by Type**

Household Types	1990		2000	
	Number	%	Number	%
Total households	388	100.0%	480	100.0
Family households	308	79.4%	346	72.1
Married-couples	264	68.0%	299	62.3
Non-family households	80	20.6%	134	27.9
Householder living alone	68	17.5%	104	21.7
Householder 65 years and over	27	7.0%	36	7.5

*Source: Census*

In both 1990 and 2000, Appleton had a higher percentage of its population enrolled in school than did Knox County and slightly higher than the State. During the 1990s, total school enrollment numbers increased in Appleton, Knox County, and the State. The enrollments shown in Table 3-10 include children from the age of 3 and, therefore, include pre-school and private schools as well as the public schools.

**Table 3-10: Total School Enrollment**

Enrolled: aged 3 and up	1990		2000	
	Number	%	Number	%
Appleton	288	26.9%	323	25.4%
Knox County	7,660	21.1%	8,546	21.6%
State	304,868	24.8 %	321,041	25.2 %

*Source: Census*

**Table 3-11: Public School Enrollment of Appleton Residents**

School Year	Elementary	Secondary	Total
1994-95	166	79	245
1995-96	153	63	216
1996-97	161	45	206
1997-98	156	59	215
1998-99	153	70	223
1999-2000	154	81	235
2000-01	148	71	219
2001-02	135	73	208
2002-03	135	79	214
2003-04	136	74	210

*Source: Appleton School Department, Five Town CSD, SAD 28*

Based on the projected age distribution for 2015 and the trend seen in school enrollment over the past ten years, it is predicted that there will be about 135 Appleton residents enrolled in elementary school in 2015. Capacity at the primary level should suffice; at the secondary level capacity will be determined more by the growth in larger towns within the Five Town CSD to which Appleton belongs.

According to the Maine Department of Education, in the 2001-02 school year there were two approved home instruction pupils in Appleton. In the current school year of 2004-2005 there are four students being home schooled at the elementary level and none at the secondary level.

A higher percentage of Appleton residents have graduated high school than have Knox County and State residents. A higher percentage of Appleton residents have graduated from college than have State residents. Knox County residents surpassed both the Appleton and the State percentages for college graduates.

**Table 3-12: Educational Attainment**

In 2000	Appleton		Knox County	State
	Number	%	%	%
High School Graduate or higher	752	90.0	87.5	85.4
Bachelor's degree or higher	197	23.6	26.2	22.9

*Note: Percent calculated from persons aged 25 and over.*

*Source: Census*

More information on schools is found in the Public Facilities Section of this plan.

## Summary

The population of Appleton has grown considerably over the past thirty years. Families continue to be attracted to the town given the more affordable housing and land, than in

service centers and coastal communities, and because of the proximity to employment in service centers. The median age of the town's population is younger than found at the Knox County and State levels but is increasing. The total number of school age children has remained relatively stable. As with Knox County and the State, Appleton has seen a decrease in the average household size. More retirees, single person and single parent households are locating in Appleton.

### **Issues of Concern**

1. An increasing population combined with a declining number of persons per household could increase housing demand as well as place additional burdens on town facilities and services.
2. Local school department figures indicate little or no increase in the number of school age children over the next ten years. This number could increase significantly if past population growth patterns continue, and we see an increase in the number of younger families who can no longer afford coastal property. An increase in the number of school children will result in higher educational expenditures and increases in local property taxes.
3. If coastal property prices remain unaffordable for a large number of residents, population in the inland communities will continue to grow at a faster pace than will coastal communities.
4. Lower local income levels and increased growth will continue to create an affordable housing problem.

### **Policy**

To inform residents and town officials of demographic trends in order to better plan the provision of town services

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

The town will gather all available population estimates, census data and other information concerning the number and characteristics of the town's population. These will be maintained in appropriate files that shall be available in the town office and online on the Town's website for use by the municipal officials and by residents. (Town Office) - *Ongoing*.

## Section 4 Economy

The purpose of this chapter is to identify and analyze Appleton's local and regional economy, including income, industry, occupations, employment rates, and retail sales. An understanding of past and present economic trends is important in helping the community predict future trends.

### Income

Median household income and the percent change over the recent period are shown in Table 4-1 below. Between 1989 and 1999, Appleton's median household income has increased at a faster rate than seen statewide and just below the county rate. The median household income of Appleton residents may or may not continue to be below the Knox County and State median household income.

**Table 4-1 Median Household Income**

Place	1989	1999	Change
Appleton	\$25,455	\$36,615	43.8%
Knox County	\$25,405	\$36,774	44.8%
Maine	\$27,854	\$37,240	33.7%

*Source: Census*

The income distribution for residents of Appleton and Knox County is shown in Table 4-2 below for the most recent year for which data are available. Appleton has a larger proportion of households who earn between \$50,000 and \$74,999 than does Knox County. Knox County has a higher proportion than Appleton of households who earn more than \$75,000.

**Table 4-2 Income Distribution in 1999: 2000 Census**

Households Earning:	Appleton		Knox County	
	Number	%	Number	%
	483	100.0	16,608	100.0
Less than \$10,000	29	6.0	1,567	9.4
\$10,000 to \$14,999	30	6.2	1,308	7.9
\$15,000 to \$24,999	86	17.8	2,462	14.8
\$25,000 to \$34,999	81	16.8	2,444	14.7
\$35,000 to \$49,999	85	17.6	3,226	19.4
\$50,000 to \$74,999	122	25.3	3,141	18.9
\$75,000 to \$99,999	27	5.6	1,230	7.4
\$100,000 to \$149,999	17	3.5	778	4.7
\$150,000 to \$199,999	6	1.2	232	1.4
\$200,000 or more	-	-	220	1.3
Per capita income	\$16,484	-	\$19,981	-

*Source: Census*

Note: The Census counted three more households for income type than for population, and so the greater figure they used is included in the table above.

Sources of income for Appleton and Knox County residents for 1999, the most recent year for which data are available, are shown in Table 4-3 below. Over 85% of Appleton

households derived income from wages, salaries, interest income, and rental income, or some combination of these sources. For the County that figure was just over 78%. Wage and salary employment is a broad measure of economic well-being but does not indicate whether the jobs are of good quality. Wage and salary income includes total money earnings received for work performed. It includes wages, salary, commissions, tips, piece-rate payments, and cash bonuses.

**Table 4-3 Income Type in 1999**

(Households often have more than one source of income, as seen here.)	Appleton		Knox County	
	Number	%	Number	%
Households	483	100.0	16,608	100.0
With earnings (wage, salary, interest, rental) income	412	85.3	13,010	78.3
With Social Security income	110	22.8	5,027	30.3
With public assistance income	28	5.8	562	3.4
With retirement income	59	12.2	2,908	17.5

*Source: Census*

Note: The Census counted three more households for income type than for population, and so the greater figure they used is included in the table above.

More than one-fifth of Appleton residents collect social security income. This is a smaller proportion than for Knox County residents. Social Security income includes Social Security pensions, survivor's benefits, and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. Almost 6% of Appleton residents received public assistance. Public assistance income includes payments made by Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; aid to families with dependent children; or general assistance. The income types for Appleton show a higher percentage of persons receiving public assistance but a lower percentage of social security or retirement income in town than is seen for the county as a whole.

Table 4-4 below shows poverty status in Appleton and Knox County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, calendar year 1999, the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Less than 5% of Appleton's families were listed as having incomes below the poverty level, which included 100 individuals. Knox County has a greater percentage of residents in poverty than does Appleton.

**Table 4-4 Poverty Status in 1999**

Below poverty level	Appleton		Knox County	
	Number	%	Number	%
Individuals	100	7.9	3,865	10.1
Persons 18 years and over	67	7.4	2,782	7.3
Persons 65 years and over	13	9.8	525	1.4
Families	16	4.6	695	6.4
With related children under 18 years	10	5.0	503	4.7
With related children under 5 years	7	11.9	250	2.3

*Source: Census*

## Labor Force

The labor force is defined as all persons who either are employed or are receiving unemployment compensation. Table 4-5 below shows the distribution of Appleton and Knox County residents aged 16 and above who are working. Appleton has a higher percentage of residents who are in the workforce than does the county. This is due to the greater number of young families living in town, which, when taken with the age distribution presented in the Population Chapter of this plan, indicates a higher percentage of younger adults in town than in the county.

**Table 4-5 Labor Force Status: 2000**

Persons 16 years and over	Appleton		Knox County	
	Number	%	Number	%
	940	100.0	31,782	100.0
In labor force	661	70.3	20,024	63.0
Civilian labor force	661	70.3	19,939	62.7
Employed	627	66.7	19,263	60.6
Unemployed	34	3.6	676	2.1
Armed Forces	-	-	85	0.3
Not in labor force	279	29.7	11,758	37.0

*Source: Census*

In 2000, 3.6% of the town's residents were unemployed and considered to be seeking work, while countywide slightly more than 2% were unemployed. Residents of service center communities like Rockland are more likely to be able to walk to work or carpool to jobs, as most employment opportunities and transportation alternatives tend to be located in service centers. About 30% of Appleton residents were not in the labor force.

The size of the labor force, its distribution by industry, and how it is employed are important factors to consider when planning for future economic development. The plans for a new business or the expansion of an already existing one must be based on the assessment of available labor, in addition to the potential consumer market.

In 2000, the top four 'industries' for Appleton residents in order were 'Construction' tied with 'Education, health and social services'; 'Retail Trade'; and 'Manufacturing'. For Knox County, the top four 'industry' sectors were 'Education, health and social services'; 'Retail Trade'; 'Manufacturing'; and 'Arts, entertainment, recreation, accommodation and food services'. Appleton has a significantly smaller segment of its population working in the 'agriculture, forestry, fisheries and mining' category, than does the county. The town

has a slightly lower proportion of residents with generally well paying jobs in the finance, insurance and realty markets, than does Knox County, and a higher percentage of people working in the manufacturing sector. There is no single employer of the town's residents and most businesses in the town and region are ultimately dependent on one another for much of their individual success.

**Table 4-6 Employment Characteristics in 2000**

INDUSTRY	Appleton		Knox County	
	Number	%	Number	%
<b>Employed civilians 16 years and over</b>	<b>627</b>	<b>100.0</b>	<b>19,263</b>	<b>100.0</b>
Agriculture, forestry, and fisheries, mining	16	2.6	1,157	6.0
Construction	110	17.5	1,529	7.9
Manufacturing	81	12.9	2,013	10.5
Wholesale trade	6	1.0	692	3.6
Retail trade	86	13.7	2,611	13.6
Transportation, warehousing, utilities info	9	1.4	623	3.2
Information	10	1.6	587	3.0
Finance, insurance, and real estate	43	6.9	1,376	7.1
Professional, scientific, management, administrative, and waste management services	44	7.0	1,223	6.3
Education, health and social services	110	17.5	3,926	20.4
Arts, entertainment, recreation, accommodation and food services	24	3.8	1,638	8.5
Other services (except public administration)	38	6.1	1,014	5.3
Public administration	50	8.0	874	4.5
<b>Class of Worker</b>				
Private wage and salary workers	413	65.9	13,424	69.7
Government workers	93	14.8	2,507	13.0
Self-employed workers	119	19.0	3,266	17.0
Unpaid family workers	2	0.3	66	0.3

*Source: Census*

Manufacturing jobs have provided a base historically for Knox County residents, but as seen nationwide, the manufacturing sector has declined steadily over the past three decades. This is reflected in the low numbers of town residents working in this sector. Oftentimes, lower paying service sector jobs have replaced lost manufacturing jobs, and the creation of such jobs in Knox County has outpaced the demise of the manufacturing base. As well, construction jobs increased for Appleton residents during the 1990s, offsetting the loss in manufacturing. In 2000, 81 Appleton residents were employed in manufacturing; in 1990, such jobs employed 94 Appleton residents, see Table 4-7. The Census used somewhat different categories between 2000 and 1990.

**Table 4-7 Employment Characteristics in 1990**

INDUSTRY	Appleton		Knox County	
	Number	%	Number	%
Employed persons 16 years and over	467	100.0	16,200	100
Agriculture, forestry, and fisheries	23	4.9	944	5.8
Mining	0	0.0	1	0
Construction	64	13.7	1,295	8
Manufacturing, nondurable goods	37	7.9	1,053	6.5
Manufacturing, durable goods	57	12.2	1,528	9.4
Transportation	15	3.2	534	3.3
Communications and other public utilities	16	3.4	251	1.5
Wholesale trade	11	2.4	605	3.7
Retail trade	66	14.1	2,914	18
Finance, insurance, and real estate	9	1.9	637	3.9
Business and repair services	15	3.2	648	4
Personal services	23	4.9	777	4.8
Entertainment and recreation services	7	1.5	199	1.2
Health services	30	6.4	1,566	9.7
Educational services	47	10.1	1,289	8
Other professional and related services	16	3.4	1,181	7.3
Public administration	31	6.6	778	4.8
<b>Class of Worker</b>				
Private wage and salary workers	327	70.0	11,189	69.1
Government workers	79	16.9	2,261	14
Self-employed workers	61	13.1	2,699	16.7
Unpaid family workers	0	0.0	81	0.5

*Source: Census*

## **Employers**

Most businesses located in Appleton employ just a few people each. In 2004, it was estimated that Appleton businesses employed about 115 persons. Most of Appleton's employers are listed below, based on Department of Labor statistics, Union Area Chamber of Commerce membership and local residents.

**Table 4-8 Employers in Appleton (2003-04)**

<b>Business Name</b>	<b>Address</b>	<b>Employee Range</b>
Nash Farms, Inc (seasonal)	1193 Peabody Rd	40-50
Appleton Village School	737 Union Rd	35
Burkettville General Store	1289 Burkettville Rd	10-19
Terra Optima	980 Gurneytown Rd	3-15
Appleton Town Office	2915 Sennebec Rd	5-9
ArtGarden	64 Appleton Ridge Rd	5-9
Gallant Painting	349 Gurneytown Rd	5-9
M&W Painting	453 Union Rd	5-9
Rainbow Farms Landscaping	1566 Collinstown Rd	5-9
Timestream Multimedia	151 Searsmont Rd	5-9
Apple Ridge Farm & Riding Schl	219 Appleton Ridge Rd	1-4
Appleton Baptist Church	108 Searsmont Rd	1-4
Appleton Ridge Flower & Vgtbls	145 Appleton Ridge Rd	1-4
Appleton Creamery	780 Gurneytown Rd	1-4
Appleton Ridge Tapestry Works	1996 Appleton Ridge Rd	1-4
Appleton Ridge Construction	1108 Appleton Ridge Rd.	1-4
Audio Dynamics Inc	2420 Burkettville Rd	1-4
Briggs Construction	360 Union Rd	1-4
Bulldog Engineering	426 Searsmont Rd	1-4
C & M Enterprises	1533 Appleton Ridge Rd	1-4
Chris Pease Fine Masonry	2766 Sennebec Rd	1-4
Coastal Helicopters Inc.	141 Peabody Rd	1-4
Halt	47 Pond Ln	1-4
John Fancy Inc	118 Jones Hill Rd	1-4
Macdonald Concrete	1406 Sennebec Rd	1-4
Maine Cakes & Cookies	2755 Appleton Ridge Rd	1-4
Maine Monument Svc	2271 Sennebec Rd	1-4
Maine-ly Concrete Corp	2237 Appleton Ridge Rd	1-4
Midcoast Sealcoating	133 Camden Rd	1-4
Mildred Stevens Williams Library	2957 Sennebec Rd	1-4
Perennial Favorites	571 Peabody Rd	1-4
Ridgeberry Inc.	1005 Appleton Ridge Rd.	1-4
Rock Maple Acres	2565 Burkettville Rd	1-4
Sennebec Lake Campground	100 Lodge Ln	1-4
Stone's Auto/Truck Svc	360 Union Rd	1-4
Summers Mist Farm	175 Gurneytown Rd	1-4
Tibbs Treats	Burkettville Rd	1-4
Young Construction	1386 Collinstown Rd	1-4

*Source: Department of Labor; Union Area Chamber of Commerce and local residents*

Most Appleton residents who work commute to jobs located in surrounding communities. In 2000, less than 15% of Appleton residents who worked did so in Appleton. Seasonal fluctuations of employment are significant for tourism related businesses. A number of people hold multiple part-time jobs related to seasonal work. The major regional employers in Knox County and Waldo County are listed in tables 4-9 and 4-10.

**Table 4-9 Major Employers in Knox County**

<b>Business Name</b>	<b>Location</b>	<b>Employees</b>	<b>Sector</b>
Penobscot Bay Medical Center	Rockport	500-999	Hospital
Samoset Resort	Rockport	250-499	Hotel
State Prison	Warren	250-499	Correctional Facility
Camden National Bank Corp.	Camden	300	Bank
Camden Health Care Center	Camden	100-249	Nursing Home
Fisher Engineering	Rockland	100-249	Construction
FMC Corp	Rockland	100-249	Food Processing
State Human Services Dept.	Rockland	100-249	State Gov't.
Kno-Wal-Lin Home Health Care	Rockland	100-249	Medical
Mail Services	Rockland	100-249	Advertising
Maritime Energy	Rockland	100-249	Fuel
Mid Coast Mental Health Center	Rockland	100-249	Counseling
Maine Photographic Workshops	Rockland	100-249	Educational, Film
Tibbetts Industrial	Camden	100-249	Electronics Manf.
Dragon Products Company	Thomaston	100-249	Cement
Wal-Mart	Rockland	100-249	Retail
Wayfarer Marine Corp.	Camden	100-249	Boat Sales, Service

*Source: Maine Dept. of Labor, 2003*

**Table 4-10 Major Employers in Waldo County**

<b>Business Name</b>	<b>Location</b>	<b>Employees</b>	<b>Sector</b>
MBNA New England – Belfast	Belfast	2,100	Telemarketing banking
Waldo County General Hospital	Belfast	549	health care
Creative Apparel Associates	Belmont	276	Mfg protective clothing
Ducktrap River Fish Farm, LLC	Belfast	154	smoked sea food
Robbins Lumber, Inc.	Searsmont	127	saw mill
Mathews Brothers Co.	Belfast	100+	building prods
Penobscot Frozen Foods, Inc.	Belfast	100+	food processing
Pride Manufacturing Co.	Burnham	100+	wood prods mfg
Moss, Inc.	Belfast	90	fabric display mfg
Belfast High School	Belfast	50+	school
Belfast Industries	Belfast	50+	wood prods mfg
General Alum & Chemical Corp.	Searsport	50+	chemicals
Hamilton's Marine & Supply, Inc.	Searsport	50	marine supply
Harbor Hill	Belfast	50+	nursing home
Lane Construction	Belfast	50+	gen'l contractor
Liberty Graphics, Inc.	Liberty	50+	screen printing
Tall Pines Health Care Facility	Belfast	50+	nursing home
Thorndike Press	Thorndike	50+	publishing
Unity College	Unity	50+	college

*Source: Maine Dept. of Labor, 2003*

### Commuting Patterns

More than half of Appleton commuters work in Knox County, but as noted above, less than 15% of them work in Appleton. More Appleton residents commuted to work in Waldo County in 2000 than 1990, mostly because of large employers like MBNA(now Bank of America).

**Table 4-11 Workplace of Appleton Residents**

Appleton Commuters	1990		2000	
	Number	%	Number	%
	457	100.0	613	100.0
Work and Reside in Same Town	74	16.2	90	14.7
Work in Knox County	283	61.9	339	55.3
Work in Waldo County	26	5.7	85	13.9
Work in Other Maine County	70	15.3	93	15.2
Work in Other State	4	0.9	6	1.0

*Source: Census*

Appleton's workforce overwhelmingly commutes by private vehicle. The second largest segment of residents commutes by carpools, while the third largest work at home. More information on commuting patterns is found in the Transportation Chapter of this plan.

**Table 4-12 Commuting Method - 2000**

Appleton Residents	Appleton		Knox County	
	Number	%	Number	%
Workers 16 years and over	613	100.0	18,829	100.0
Drove alone	488	79.6	14,043	74.6
In carpools	72	11.7	2,096	11.1
Using public transportation	5	0.8	84	0.4
Using other means	6	1.0	236	1.3
Walked	3	0.5	1,034	5.5
Worked at home	39	6.4	1,336	7.1

*Source: Census*

### Taxable Sales

Taxable sales are one of the few available indicators of the actual size, growth, and character of a region. Maine Revenue Services does not provide information on taxable sales disaggregated by retail sector at the municipal level for Appleton because of the town's small size. Table 4-13 shows total taxable sales for Appleton. All figures are in real dollars, not adjusted for inflation, and represent only taxable sales. Descriptions of these sectors follow the tables on Appleton and Knox County taxable sales.

From 1998 to 2002, total taxable sales in Appleton decreased by more than 40%, which can in part be explained by the closing of the Appleton Village Store and Tri-Corner Market.

**Table 4-13 Taxable Sales (in thousands of dollars) for Appleton**

	1998	1999	2000	2001	2002	1998-2002 % Change
Total Consumer Sales	1103.9	1340.4	1084.0	797.7	1027.8	-6.9%
Total Taxable Sales	1743.4	2162.0	1336.7	833.3	1042.8	-40.2%

*Source: Maine Revenue Services*

**Table 4-14 Total Taxable Sales by Sector in Thousands of Dollars for Knox County**

Year/ Quarter	Business Operating	Building Supply	Food Store	General Merchdse	Other Retail	Auto Transport	Restnt & Lodging	Total
1998	31766.9	42920.2	42668.3	63879.5	71870.1	63875.0	62377.0	379357.0
Q1	7140.5	6936.6	8801.4	11146.0	14096.3	12581.7	8055.2	68757.7
Q2	8066.4	11252.6	10195.5	15003.4	17673.3	17431.4	13371.2	92993.8
Q3	8196.0	12234.8	13323.1	18001.0	22121.1	17249.4	28411.0	119536.4
Q4	8364.0	12496.2	10348.3	19729.1	17979.4	16612.5	12539.6	98069.1
1999	33905.7	47582.1	45387.2	69928.9	44842.9	71598.3	65791.1	379036.2
Q1	6565.5	8131.1	9111.1	12175.1	6188.7	13707.5	7912.1	63771.1
Q2	9165.7	12949.8	11197.7	16314.2	11428.3	18991.2	14533.4	94580.0
Q3	9087.1	12914.0	13980.4	20045.9	15932.0	19300.2	30045.1	121304.7
Q4	9087.4	13587.2	11098.0	21393.7	11313.9	19599.4	13300.5	99380.1
2000	39234.5	48875.8	4727.4	73188.5	48252.7	77217.2	68787.2	402827.3
Q1	8032.1	9083.6	9583.6	12814.2	5855.4	16619.8	8551.7	70543.6
Q2	9784.1	13180.6	11973.8	18540.1	13024.7	20537.4	16613.3	103654.0
Q3	11438.6	13697.9	14319.2	20249.0	17581.6	22429.8	30376.3	130092.4
Q4	9979.7	12913.7	11391.6	21585.2	11791.0	17630.2	13245.9	98537.3
2001	41054.0	52959.7	41896.6	75487.9	48548.7	81287.1	70213.2	411447.2
Q1	9915.0	9498.3	8627.3	13472.5	6462.5	17091.3	9075.6	74142.5
Q2	10994.5	14127.0	10201.6	18388.7	13352.1	22291.7	16136.5	105492.1
Q3	10174.5	14519.9	12857.7	21193.5	17218.3	21822.3	31267.5	129053.7
Q4	9970.0	14814.5	10210.0	22433.2	11515.8	20081.8	13733.6	102758.9
2002	42633.4	64206.9	44635.5	81072.0	46403.4	88229.2	76107.6	443288.0
Q1	10278.5	13384.5	11519.0	17559.3	7697.4	21837.4	12816.0	95092.1
Q2	11032.0	17296.5	10036.1	19415.9	11741.3	21960.5	16692.7	108175.0
Q3	10767.9	17094.8	12922.6	22468.4	16377.9	24809.2	33366.4	137807.2
Q4	10555.0	16431.1	10157.8	21628.4	10586.8	19622.1	13232.5	102213.7
% Change 98-02	34.2%	49.6%	4.6%	26.9%	-35.4%	38.1%	22.0%	16.9%

*Source: Maine Revenue Services*

Knox County had an increase in total taxable sales for the period of 1998 to 2002 of almost 17%. General Merchandise, Auto Transport, and Restaurant and Lodging represented the top three largest sectors from 1998 to 2002. First quarter sales were generally weak in every sector. Second quarter sales were rarely strongest, but occasionally so in Business Operating and recently in Building Supply. Third quarter sales were frequently strong in Building Supply, Food Stores, Auto Transport, and

Restaurant and Lodging. Fourth quarter sales were sometimes strongest in General Merchandise. Descriptions of these sectors follow.

Total Retail Sales:	Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial oil purchase).
Business Operating:	Purchases for which businesses pay Use Tax, i.e., for items that are used by the business in its operation (like shelving and machinery) and not re-sold to consumers
Building Supply:	Durable equipment sales, contractors' sales, hardware stores and lumberyards
Food Stores:	All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.
General Merchandise:	In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
Other Retail:	This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
Auto Transportation:	This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
Restaurant/Lodging:	All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

## Summary

The top five sectors of employment for Appleton residents (who work in Appleton or elsewhere in Maine) were 'Construction'; 'Education, health and social services'; 'Retail Trade'; and 'Manufacturing.' Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. In 2000, less than 15% of Appleton residents who worked did so in Appleton. Appleton has a slightly higher unemployment rate than seen countywide. Most residents, who responded to the public opinion survey taken in 2004, support the following types of business development in Appleton: farming, crafts, professional services, repair services, bed & breakfast and restaurant operations.

## Goals

1. To promote economic stability in Appleton's economy through the encouragement and promotion of local services, jobs, sustainable resource production, and clean/green businesses.
2. To direct economic expansion to fit the town's unique rural character.

## Policies

1. To retain existing businesses by encouraging citizens to shop locally and to use local service providers.

2. To encourage the location of businesses that are compatible with the town's rural character, including home occupations, businesses based on sustainable natural resource use, and information based businesses.
3. To take a regional approach to improving the town's employment position.

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The town should consider the possibility of sponsoring a local business fair. (Selectmen) - *Ongoing*.
2. The selectmen should appoint a committee of several townspeople whose task shall be to identify ways of attracting clean/green businesses to town. (Selectmen) - *Immediate*.
3. The planning board, in cooperation with the town forester, and other interested citizens, should review and amend as necessary local land use ordinances to ensure that they adequately preserve the town's rural character, and do not degrade the environment. (Planning Board) - *Long term*.
4. Appleton's land use ordinance should contain appropriate land use regulations that will attract, enhance, and support existing and future development, while minimizing negative impacts of non-compatible uses. The land use ordinance should identify appropriate areas for commercial and industrial development. This action will also reduce the likelihood of future strip development, resistance to new projects or incompatible uses. Home occupation performance standards should be included in the future land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties. (Planning Board, Town Meeting) - *Immediate*
5. The selectmen should investigate and pursue opportunities for collaboration with neighboring towns in developing employment opportunities within and attracting businesses to the region. (Selectmen) - *Ongoing*.

## Section 5 Housing

### Introduction

Housing is one of the most important considerations for Appleton and its residents. The future availability of affordable, quality homes is of significant concern to all of us. Appleton's housing stock is in large part the basis for the town's tax base. Housing represents the major investment of most individuals. With rising property values and assessments, affordable housing has become a concern for many residents. The goal of this Section is to document housing conditions and encourage affordable, decent housing opportunities for all Appleton residents.

### Housing Units

**Table 5-1 Total Housing Units**

Place	1980	1990	2000	Annual Average Change	Total Change
Appleton	381	450	547	2.2%	43.6%
Knox County	16,331	19,009	21,612	1.6%	32.3%
Maine	501,093	587,045	651,901	1.5%	30.1%

*Source: Census*

In 2000, Appleton had 547 housing units. During the 1990s, the town recorded more than a 21% increase in its housing stock, compared to almost 14% for Knox County and 11% for the State. Based on a) declining household size, b) Appleton population forecasts of up to a maximum of 1,687 persons by the year 2015, and c) the housing growth seen over the past 20 years, it is anticipated that by 2015 housing units in Appleton may total between 667 and 726 units, an increase of 120 to 179 units above the year 2000 figure. Of course, changes in land use, local regulations, and the economy will determine the actual increase in the number of housing units in our town over the next ten years.

**Table 5-2 Appleton Housing Predictions**

Method	Total Housing Units in 2015
Annual Average Growth	726
Regression Analysis	667

*Source: Mid-Coast Regional Planning Commission*

*Note: Based on 1980, 1990 and 2000 data*

### Housing Types

The distribution of housing unit types is an important indicator of affordability, density, and the character of the community. Housing units in structures are presented in Table 5-3. In 2000, one-unit structures (attached and detached) represented more than 80% of Appleton's housing stock, while multi-units accounted for almost 2% and manufactured housing, which includes mobile homes and trailers, accounted for over 16% of the housing stock. Boats, RVs, and vans accounted for over 1% of housing.

Appleton has a significant share of mobile homes and trailers relative to its entire housing stock, more than double the county rate. The number of mobile homes and trailers increased in both absolute and proportional terms during the 1990s in order to meet affordable housing needs. Mobile homes and trailers are located on individual lots. (At

the present time, there are no mobile home parks.) Although not disproportionate, many of these homes are inhabited by elderly people. The pre-1976 mobile homes located in town must meet the requirements of the Maine State Building Code and the State Electric Code.

**Table 5-3 Housing Units in Structure**

Housing Types	Appleton				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
1-unit, detached	374	83.1	442	80.8	14,120	74.3	16,310	75.5
1-unit, attached	4	0.9	2	0.4	265	1.4	489	2.3
2 to 4 units	5	1.1	8	1.5	2,013	10.6	2,003	9.3
5 to 9 units	0	0.0	0	0.0	491	2.6	474	2.2
10 or more units	0	0.0	0	0.0	486	2.6	581	2.7
Mobile home, trailer, boat, RV, other	67	14.9	95	17.4	1,634	8.6	1,755	8.1
Total housing units	450	100.0	547	100.0	19,009	100.0	21,612	100.0

*Source: Census*

### Housing Age and Characteristics

Almost 24% of Appleton’s housing stock was built in the 1990s, compared to almost 15% for Knox County and the State. More than 26% of Appleton’s housing stock dates prior to 1939. Some of these units are in substandard condition and in need of repair. It is important for residents to be aware of existing rehabilitation funds (and renters aware of their rights to demand a certain level of maintenance by property owners).

**Table 5-4 Year Structure Built**

Years	Appleton		Knox County		Maine
	Number	%	Number	%	%
1990 to March 2000	130	23.8	3,207	14.8	14.6
1980 to 1989	99	18.1	3,327	15.4	16.0
1970 to 1979	107	19.6	2,931	13.6	15.9
1940 to 1969	65	11.9	3,524	16.3	24.4
1939 or earlier	146	26.7	8,623	39.9	29.1
Total housing stock	547	100.	21,612	100.0	100.0

*Source: Census*

### Housing Building Permits Issued

The U.S. Department of Housing and Urban Development compiles permit statistics for municipalities. Their records indicate that of the building permits issued in Appleton from 1993 through 2003, all were for single-family structures; none for multi-family structures.

**Table 5-5 Total Appleton Housing Building Permits Issued**

Year	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Permits	9	9	8	8	5	4	11	6	7	6	6	79

*Source: U.S. Department of Housing and Urban Development*

Maine Revenue Services records the type of housing construction occurring in municipalities. In Appleton, over 60% of housing construction from 1993 to 2003 included single-family modular or stick-built homes. Mobile homes comprised the remaining 40%.

**Table 5-6 Home Construction in Appleton**

New Homes	1999	2000	2001	2002	2003	Totals
1 Family	5	7	6	3	0	21
2 Family	0	0	0	0	0	0
3 or 4 Family	0	0	0	0	0	0
Over 4 Family	0	0	0	0	0	0
Mobile	8	7	2	1	0	18
Seasonal	0	0	0	3	0	3
Total New	14	15	8	7	0	44
Total Loss	1	1	0	0	2	4
Total Net	13	14	8	7	0	42

*Source: Maine Revenue Services*

*Note: The data in the first six rows represents the net count of new homes (new homes, plus converted homes, minus demolished).*

## Physical Characteristics

Table 5-7 shows the proportional make-up of housing units by general physical characteristics in Appleton for the most recent years for which this information is available. Residents depend upon drilled wells, or in a few cases on dug wells, for drinking water. Subsurface (septic) waste disposal systems are used by nearly all dwellings.

**Table 5-7 Appleton Housing Characteristics in 2000**

Total housing units	Number	%
	547	100.0
ROOMS		
1 room	8	1.5
2 rooms	5	0.9
3 rooms	40	7.3
4 rooms	83	15.2
5 rooms	148	27.1
6 rooms	122	22.3
7 rooms	76	13.9
8 rooms	45	8.2
9 or more rooms	20	3.7

Total housing units	Number	%
	547	100.0
<b>SELECTED CHARACTERISTICS</b>		
Lacking complete plumbing facilities	15	3.1
Lacking complete kitchen facilities	10	2.1
No telephone service	8	1.7
<b>HOUSE HEATING FUEL</b>		
Utility gas	0	0.0
Bottled, tank, or LP gas	23	4.8
Electricity	7	1.5
Fuel oil, kerosene, etc.	331	69.0
Coal or coke	1	0.0
Wood	117	24.4
Solar energy	2	0.4
Other fuel	0	0.0
No fuel used	0	0.0

Source: Census 2000

### Occupancy and Tenure

Home ownership is a good indicator of the overall standard of living in an area. One way to trace home ownership changes over time is to compare owners and renters as a proportion of total occupied housing, as shown in Table 5-8. A high rate of owner-occupied housing is typical in a predominately residential community like Appleton. A slight decrease of about 1% in owner-occupied housing was seen at the town level to 77.1%. The proportions of owner and renter-occupied housing units at the county level remained relatively stable as well.

**Table 5-8 Housing Occupancy and Tenure**

Housing Units	Appleton				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Total	450	100.0%	547	100.0%	19,009	100.0%	21,612	100.0%
Occupied	388	86.2%	480	87.8%	14,344	75.5%	16,608	76.8%
Owner-occupied	352	78.2%	422	77.1%	10,564	55.6%	12,287	56.9%
Renter-occupied	36	8.0%	58	10.6%	3,780	19.9%	4,321	20.0%
Vacant	62	13.8%	67	12.2%	4,665	24.5%	5,004	23.2%
- For Seasonal Use	38	8.4%	43	7.9%	3,541	18.6%	4,054	18.8%

Source: Census

In 2000, over 12% of the town's total housing units were vacant. Of these, two-thirds of units were for seasonal or recreational use. The county rate was about 23% vacant with four-fifths of these being seasonal or recreational. See Table 5-8 The homeowner vacancy rate for non-seasonal homes in Appleton was 0.7%, and for Knox County was 1.3%. The rental vacancy rate for Appleton was 4.9%, compared to 5.9% for Knox County. The data suggest an adequate supply of housing for rent and a limited supply for purchase.

The value of housing units surveyed by the Census in Table 5-9 includes only 165 of the 480 owner-occupied housing units in Appleton for 2000. From the data, more than 77% of housing was affordable to those households with low and moderate incomes. Additional property value information is shown in Table 5-14.

**Table 5-9 Appleton Specified Owner-Occupied Housing Units**

Value in 2000	Number	%
Less than \$50,000	6	3.6
\$50,000 to \$99,999	122	73.9
\$100,000 to \$149,999	28	17.0
\$150,000 to \$199,999	7	4.2
\$200,000 to \$299,999	2	1.2
\$300,000 or more	0	0.0
Median (dollars)	\$86,000	-

*Source: Census 2000*

### **Affordable Housing**

Affordable housing is of critical importance for every municipality. High costs are burdensome to individuals, to governments, and the area economy. Many factors contribute to the challenge of finding affordable housing, including local and regional employment opportunities, older residents living longer in their homes; more single-parent households; seasonal housing markets, and generally smaller household sizes. Those Mainers most affected by a lack of affordable housing include older citizens facing increasing maintenance and property taxes; young couples and single parents unable to afford their own home; low-income workers seeking an affordable place to live within commuting distance; and young adults seeking housing independent of their parents. Of the monthly rents charged in Appleton, as surveyed by the Census in 2000, almost one-third were under \$500, while more than one-third were between \$500 and \$749. The remaining third were apartments for which no cash rent was charged. From this data, rental housing was affordable to those earning low or moderate incomes in Appleton. See Table 5-10.

**Table 5-10 Appleton Specified Renter-Occupied Housing Units**

Rent in 2000	Number	%
Less than \$200	2	4.7
\$200 to \$299	0	0.0
\$300 to \$499	12	27.9
\$500 to \$749	15	34.9
\$750 to \$999	0	0.0
\$1,000 to \$1,499	0	0.0
\$1,500 or more	0	0.0
No cash rent	14	32.6
Median (dollars)	\$513	--

*Source: Census 2000*

In 1990, the median household income in Appleton could afford the median price of a house in Appleton. That is not true today; see Table 5-11. Housing affordability may

become a serious concern. Mobile homes or modular homes constitute most new affordable housing because the cost of the existing housing stock is often too expensive for lower income families to afford. Furthermore, the increased cost of land often leaves mobile or modular housing as the only affordable option for this population.

**Definitions of Affordability**

Affordable housing means safe and sanitary living accommodations that are affordable to very low, low, and moderate-income people. The State defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30% of monthly income, and an affordable rental unit as one that has a rent not exceeding 30% of the monthly income (including utilities). Affordable housing often includes manufactured housing, multi-family housing, government-assisted housing for very low, low and moderate-income families, and group and foster care facilities.

The percent and number of very low, low and moderate-income households in Appleton, and what housing they can afford is shown in Table 5-11. In 2003, the median home sale price in Appleton was \$123,750 (Table 5-14), which was affordable to those in the moderate but not the very low and low income categories.

**Table 5-11 Housing Affordability by Income in Appleton 2003**

Income Categories	Appleton Households		Income	House Can Afford	Rent Can Afford
	Number	%			
Very Low (up to 50% of Median Household Income)	98	19.1	\$23,500	\$67,668	\$588
Low (greater than 50% to 80% of Median Household Income)	101	19.7	\$37,600	\$110,329	\$940
Moderate (greater than 80% up to 150% of Median Household Income)	167	32.4	\$70,500	\$207,505	\$1,763

*Source: 2003 Claritas, HUD, MSHA*

Note: The HUD Income Limits and Home and Rental Affordability Information analysis for Homes assumes a Front End percentage of 28%, a Loan Period and Interest of 30 years at 6.0% fixed (zero points), Down payment of 5% and Taxes based on 2002 Mil Rates. The analysis for Rents assumes rental costs do not exceed more than 30% of income. The data represents two bedroom rents and it does include a utility allowance. Also note that HUD Income Limits are county/MSA based. Data by individual town is not available from HUD.

**Housing Costs**

Table 5-12 shows monthly housing costs as a percentage of household income for 39% of the owner-occupied housing units in Appleton in 1999, the most recent year for which this data are available. One-fourth of these households had monthly owner costs over 30% of their income, indicating that their housing was considered unaffordable. The table shows monthly housing costs as a percentage of household income for half of the renter-occupied housing units in Appleton in 1999. More than 27% of these households had monthly rental costs over 30% of their income, indicating that their housing was considered unaffordable. This data suggests that while housing affordability is not an issue for most Appleton residents it does affect a sizable minority.

**Table 5-12 Appleton Households: Monthly Owner Costs in 1999**

Household Income Spent on Housing	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Less than 15%	38	23.0	8	18.6
15 to 19%	33	20.0	7	16.3
20 to 24%	31	18.8	1	2.3
25 to 29%	21	12.7	5	11.6
30 to 34%	11	6.7	4	9.3
35% or more	31	18.8	4	9.3
Not computed	0	0.0	14	32.6
Total Households Surveyed	165	100.0	43	100.0

*Source: Census*

### **Affordability Index**

Recent figures on housing affordability are available from the Maine State Housing Authority (MSHA). MSHA has calculated that while housing on average in Appleton is slightly unaffordable to median income earners, it is relatively more affordable than for Knox County, the Rockland Housing market (which includes Knox County and the Town of Waldoboro), and the State as a whole. This has been true for the past five years. Table 5-13 shows the estimated median income and the median home price in 2003. The median home that is affordable, based on the State definition of not spending more than 30% of monthly income on housing, is shown. From these two figures, an affordability gap is calculated.

**Table 5-13 2003 Housing Affordability**

Place	Index	Est. Median Income	Median Home Price	Median Home Price Can Afford	Income Needed to Afford	Gap
Appleton	0.93	\$40,806	\$123,750	\$115,631	\$43,671	7.0%
Knox County	0.72	\$41,099	\$167,000	\$120,921	\$56,760	38.1%
Rockland House. Market	0.74	\$40,785	\$161,250	\$119,813	\$54,890	34.6%
Maine	0.81	\$41,645	\$150,000	\$121,532	\$51,400	34.6%

*Source: MSHA*

Note: An Index of less than 1 is Unaffordable; an Index of more than 1 is Affordable  
Table 5-14 shows that the median home sale prices in Appleton over the past five years has increased over 60%. These sale prices are based on the number of homes indicated for each year. Sales made without a broker are not included. Lower priced homes are more likely to be sold directly by the homeowner without a broker, and so the figures in the table may be slightly higher than the true market.

**Table 5-14 Median Home Sale Prices in Appleton**

Type of Home	1999		2000		2001		2002		2003		Change
	Median	#	Median	#	Median	#	Median	#	Median	#	
All	\$92,000	14	\$124,750	12	\$110,000	8	\$133,500	12	\$123,750	10	34.5%
Single Family	\$92,000	14	\$124,750	12	\$125,000	7	\$137,000	11	\$148,000	8	60.9%

*Source: Statewide Multiple Listing Service (MREIS)*

### **Affordability and State Law**

The State of Maine Planning and Land Use Regulation Act requires that every municipality "...shall seek to achieve a level of 10% of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." During the past five-year period from 1999 to 2003, 44 housing units were constructed in Appleton. Thus, Appleton would meet the requirement of the Act if the town sought to provide 5 low-income units in this period. Within this period, affordable housing meeting state guidelines was built in the form of mobile housing, as 18 such units were put in place, which was 40.9% of all residential housing constructed. These figures are shown in the table titled "Home Construction in Appleton" (Table 5-6) placed earlier in this Section.

### **Affordable Housing Remedies**

While meeting the State goal has not proved difficult for Appleton, the survey shows that there is a desire by residents to see that there is affordable housing in the future. To this end, it is recommended that:

1. The town continues to allow individual mobile homes in most areas of the town while limiting the area where mobile home parks may be located.
2. A regional approach may also meet the need of low and moderate income residents, and the town should not overlook the role of accessory apartments, or so-called 'mother-in-law' apartments in meeting this need.

### **Lot Size and Community Wastewater Facilities**

Permitting the use of smaller size house lots (less than the present one acre minimum), under carefully prescribed conditions may have some important benefits for the town, such as reducing land costs for low income or elderly housing or permitting clustering in order to protect open space, scenic or natural resource values. However, soil conditions may limit the feasibility of individual onsite septic waste disposal and water supply wells on small lot sizes. Appleton is not densely populated enough so that municipal sewers and municipal water supply are likely, but shared community wastewater and or water supply systems, serving several to several dozen housing units, are a viable alternative. Such shared systems allow for development on smaller lots than could be accommodated by individual septic systems. These shared systems are paid for by developers and users rather than by the town. The town could consider including the option of reducing lot sizes in its land use regulations as well as the use of community waste and or water systems where smaller lots will meet some specific community housing goal such as low income housing, elderly housing, or reducing housing sprawl on large land parcels to protect open space, the town's rural character or other natural resource factors.

## Elderly Housing

Elderly housing is a concern for many Appleton residents, especially for those who wish to remain in the area. In 2000, 24% of owner occupied housing and more than 10% of rental housing in Appleton was occupied by those over 65 years old. In total, 45 individuals over 65 years old were living alone in Appleton. Camden and Rockland have the nearest assisted living facilities. While the needs for elderly housing are being met currently, it will be important to re-examine this issue as our population ages.

**Table 5-15 Appleton Age of Householders in 2000**

Householders	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
15 to 24 years	6	1.4	4	6.9
25 to 34 years	67	15.9	15	25.9
35 to 44 years	110	26.1	17	29.3
45 to 54 years	75	17.8	16	27.6
55 to 59 years	41	9.7	0	0.0
60 to 64 years	22	5.2	0	0.0
65 to 74 years	56	13.3	4	6.9
75 to 84 years	40	9.5	2	3.4
85 years and over	5	1.2	0	0.0
Total	422	100.0	58	100.0

*Source: Census*

## Housing Programs

Local, state, and federal governments have a number of different manners of subsidizing housing costs for eligible citizens. In most cases the efforts of different levels of government are integrated, with funding and operation and jurisdictional fields overlapping.

The United States Department of Housing and Urban Development (HUD) is the primary federal agency dealing with affordable housing. Rural Development (RD), formerly Farmers Home Administration (FmHA), part of the United States Department of Agriculture (USDA), also deals with affordable housing. The Maine State Housing Authority (MSHA) is the State's agency for such issues and administers the following: Rental Loan Program, Section 8, SHARP, Supportive Housing, and Vouchers. The Town of Appleton does not have a local housing authority but does have a general assistance program and also a private fund, The Wentworth Fund, which could help eligible applicants with emergency housing needs.

Subsidized units are built with state or federal monies for the express purpose of providing housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals below certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent. Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, the MSHA will provide monies for citizens to use as payment for rent for non-public units. The town is also partially reimbursed by the State for general assistance money that may be given to citizens with short-term immediate needs for housing. Finally, low interest loans through the federal or state governments are also a

form of subsidy. The Maine State Housing Authority records only one Section 8 Voucher (subsidized housing) in Appleton in 2003.

### **Summary**

The majority of Appleton residents live in owner-occupied single-family housing. There is a range of new housing in town, with an increase of more affordable manufactured homes. Appleton will continue to attract new residents due to the availability of relatively more affordable land and housing than is found in nearby service centers and coastal communities where there are employment opportunities. The housing cost and family income data for Appleton suggest that while housing affordability is not a critical issue for most residents, it is of concern to many residents. It is important that the town consider and act on recommendations made in this housing section to help insure the availability of affordable housing. (see section on “Affordable Housing Remedies”)

### **Issues of Concern**

1. Large tracts of undeveloped land, often in attractive physical settings, are likely to attract large scale real estate development projects.
2. Increased housing development and sprawl can rapidly change the rural atmosphere of Appleton.
3. Continuing divergence between housing costs and local income levels make affordable housing less available.
4. Increased cost of land will make building new homes a challenge for low and moderate income families.
5. Some new home and driveway sites are chosen without regard to their potential health, safety and environmental impacts.

### **Goals**

1. To control the nature of residential housing growth so that the rural character of Appleton is maintained.
2. To insure that affordable, safe, and sanitary housing is available to all Appleton residents.
3. To insure that unregulated development requiring costly expansion of municipal services does not occur.

### **Policies**

1. To protect and preserve the rural character of Appleton.
2. To explore and promote all opportunities for affordable housing in the Town of Appleton.
3. To identify and assist with housing grants and programs, including those programs that encourage the maintenance and upgrading of Appleton's existing housing stock.
4. To allow owners to participate in the construction of their own homes.
5. To insure that all existing code and ordinance requirements are met for all new and renovation projects.
6. To inform and encourage homeowners with faulty septic systems to rectify these systems and take advantage of cost share programs to bring systems up to code.

7. To assist landowners and homebuilders in developing site plans which will minimize soil erosion and water pollution from septic systems, driveways and excavation.

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Appoint a committee to contact the Maine State Housing Authority, Penquis Community Action Program, Habitat for Humanity and other housing assistance program providers in order to compile a list (which will be available at the town office and online on the Town's website) of housing grants/low interest loan programs that are available to Appleton residents. (Selectmen) - *Immediate*
2. Review the town's present land use ordinances to assure that they preserve and protect the rural character of Appleton. In addition, the land use ordinances should be analyzed to determine their affect on the affordability of housing. (Planning Board) - *Immediate*
3. Draft a letter to distribute to new property owners that informs them about town ordinances, permitting requirements and assistance available. (CEO) - *Ongoing*
4. Welcome and encourage participation in programs, grants (Community Development Block Grants - CDBG housing assistance and rehabilitation programs) and projects for the construction of subsidized housing whether within the town or the region, as well as grants to homeowners for improvements to energy efficiency, habitability, etc. Compile information on these programs and grants for the use of residents. (Selectmen) - *Immediate*
5. Insure that the code enforcement officer (CEO) works to address reported violations of local ordinances and State laws and regulations that affect health, safety or community conditions such as the automobile graveyard provisions, removal of unsafe or deteriorated buildings, replacement of driveway culverts, etc. The CEO should work with the planning board to address any need for modification to the existing land use regulations that may be appropriate. (Selectmen, Planning Board, CEO) - *Ongoing*.
6. Through the land use ordinance, the town should continue to encourage affordable housing opportunities by allowing a mixture of appropriate housing types, including accessory apartments to meet the 10% affordable housing goal set in State law. In this effort, the town should encourage senior citizen housing opportunities and the land use ordinance should provide residential areas that allow single and multi-family dwellings, as well as manufactured housing. The town should continue to allow mixed uses and mixed valuation housing within the residential areas of the town. (Planning Board, CEO), -*Ongoing*.

## Section 6 Transportation

### Introduction

A safe and dependable transportation system and a network of roadways are the lifeline of a community that links it to its neighbors and the outside world. This is particularly true for small rural communities that have little or no access to a public transportation system.

This chapter details the current condition and usage of Appleton's roadways and bridges as well as provides an overview of the town's total transportation system. Road names and geographic locations are taken from the Appleton Road Name Directory. These names occasionally vary from local usage but have been used to maintain consistency. A goal of this chapter is to plan for the efficient maintenance and improvement of our transportation facilities and services in order to accommodate anticipated development.

### Roadways

There are three types of roads in Maine:

**Arterial Highways:** State highways are usually arterials and are comprised of a system of connected highways throughout the state that serve arterial or through traffic. Arterials carry high-speed, long-distance traffic and attract a significant amount of federal funding. They usually carry Interstate or U.S. route number designations. There are no arterials in Appleton.

**Collector Highways:** State aid highways are usually collectors and are roads that are not included in the system of state highways, but serve as feeder routes connecting local service roads to the state highway system. These roads collect and distribute traffic to and from arterial routes, serving places of lower population densities, and are somewhat removed from main travel routes.

**Local Roads:** Local roads include all other public roads not included in the state aid classification system. These roads are maintained entirely by the municipality. Based on the state system, they function as local service roads that provide access to adjacent land. Some local roads may actually be functioning as collectors. Local roads with annual average daily traffic counts greater than 200 vehicles per day and/or serving more than 25 residences may be considered collectors.

Appleton has approximately 47.9 miles of roads. The state maintains 12.5 miles, while the town maintains 35.4 miles of roads. The two state-maintained roads in Appleton, SR (State Route) 105 and SR 131 are classified by MDOT as collectors. Trucks use SR 131 as a bypass to US Route 1. It is also used by lumber and gravel trucks originating from local logging operations and quarries. These roads are vitally important as they connect with other arterials and collectors and allow Appleton residents to commute to work and shop outside of town. All state-maintained collector roads in Appleton have a paved surface. SR 17, an arterial that allows access to I-95 in Augusta and U.S. Route 1 in Rockland, is located approximately 6 miles to the south in Union.

Local roads are equal to collector roads in their importance to Appleton citizens. There are 35.4 miles of local roads in the town. Of these local roads, 16.85 miles have a paved surface and 18.55 miles are gravel. In addition to the state and local roads listed in the following table there are 19 private lanes in Appleton maintained by the property owners.

**Table 6-1 Appleton Roadway Inventory**

Roadway	Description (TL = town line)	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition (Good, Fair, Poor)
Burkettville Rd (SR 105)	Liberty town line to Morang Corner	Collector	5.10	State	State	Paved	Good
Camden Rd (SR105)	Searsmont Rd. to Hope TL	Collector	3.10	State	State	Paved	Good
Union Rd (SR 131/105)	Union TL to Sennebec Rd	Collector	2.60	State	State	Paved	Good
Searsmont Rd SR 131	Sennebec Rd to Searsmont TL	Collector	1.70	State	State	Paved	Good
Fishtown Rd	Burkettville Rd to Liberty TL	Local	1.15	Town	Town	Mixed	Fair
Mitchell Hill Rd	Burkettville Rd to end	Local	0.35	Town	Town	Gravel	Fair
Esancy Rd	Fishtown Rd to end	Local	0.32	Town	Town	Gravel	Fair
Campground Rd	Burkettville Rd to Washington TL	Local	0.34	Town	Town	Gravel	Fair
Collinstown Rd	Union TL to Liberty TL	Local	4.96	Town	Town	Paved/ Mixed	Fair
Miller Cemetery	Collinstown Rd to end	Local	0.27	Town	Town	Gravel	Fair
Guinea Ridge Rd	Union TL to Moose Carry Rd	Local	1.93	Town	Town	Gravel	Fair
Appleton Ridge Rd	Union TL to Town Hill Rd	Local	2.01	Town	Town	Paved/ Mixed	Fair
Appleton Ridge Rd	Town Hill Rd to Searsmont TL	Local	3.50	Town	Town	Paved/ Mixed	Fair
Snow Hill Rd	Burkettville Rd to end	Local	0.11	Private	Twn/Private	Gravel	Fair
Town Hill Rd	Union Rd (SR 105/131) to Appleton Ridge Rd	Local	0.8	Town	Town	Paved	Fair
Chaples Rd	Union Rd (SR 105/131) to Town Hill Rd	Local	0.23	Town	Town	Gravel	Fair
Whitney Rd	Appleton Ridge Rd to end	Local	1.2	Town	Town	Gravel	Fair
W. Appleton Rd	Union Rd to Searsmont TL	Local	4.83	Town	Town	Paved	Fair
Old County Rd	W. Appleton Rd to end	Local	0.29	Town	Town	Gravel	Fair
Back Rd	W. Appleton Rd to end	Local	0.12	Town	Town	Gravel	Fair
Lower Rd	W. Appleton Rd to end	Local	1.2	Town	Town	Gravel	Fair
Sennebec Rd	Searsmont Rd to Union TL	Local	3.32	Town	Town	Paved	Fair
Gushee Rd	Sennebec to Cottage Ln	Local	0.3	Town	Town	Gravel	Fair
Gurneytown Rd/Sleepy Hollow Rd	Sennebec Rd to Sennebec Rd	Local	2.68	Town	Town	Paved	Fair
Hillside Rd	Gurneytown Rd to end	Local	0.20	Town	Town	Gravel	Fair
Peasetown Rd	Gurneytown Rd to Hope TL	Local	1.1	Town	Town	Gravel	Fair
Jones Hill Rd	Gurneytown Rd end	Local	0.8	Town	Town	Gravel	Fair
Peabody Rd	Sennebec Rd to Camden Rd (SR 105)	Local	2.37	Town	Town	Mixed	Fair
Magog Rd	Camden Rd (SR 105) to Searsmont TL	Local	0.81	Town	Town	Gravel	Fair

Source: Town Clerk, Road Commissioner

**Traffic Commuting Patterns**

Most Appleton residents who commute to work drive alone. Only 12% of residents carpool. Fewer residents walked to work or worked at home in 2000 than in 1990. According to the Census, the average commuting time for Appleton residents was 30.2 minutes in 1990 and 31.7 minutes in 2000.

**Table 6-2 Commuting Methods of Appleton Residents**

	1990		2000	
	Number	%	Number	%
Workers 16 years and older	457	100.0%	613	100.0%
Drove Alone	337	73.7%	488	79.6%
Carpooled	65	14.2%	72	11.7%
Used Public Transportation (including taxis)	0	0.0%	5	0.8%
Used Other Means	1	0.2%	3	0.5%
Walked or worked at home	54	11.8%	45	7.3%

*Source: Census*

Less than 15% of Appleton residents who work do so in Appleton. Over 55% work outside Appleton, but still in Knox County.

**Table 6-3 Where Appleton Residents Work**

	1990		2000	
	Number	%	Number	%
Total Commuters	457	100.0%	613	100.0%
Work and Reside in Same Town	74	16.2%	90	14.7%
Work in Knox County (outside Appleton)	283	61.9%	339	55.3%
Work in Waldo County	26	5.7%	85	13.9%
Work in Other Maine County	70	15.3%	93	15.2%
Work in Other State	4	0.9%	6	1.0%

*Source: Census*

**Traffic Volumes**

Vehicles Miles Traveled (VMT) is a measure of total traffic volume. From 1990 to 2000, VMT increased 24.5% in Knox County. During the same period, the population increased only 9.1%. This indicates that people on average are driving more than they have in the past.

According to Maine DOT, traffic volumes within Appleton have not increased on most state roads from 1997 to 2001, with the exception of SR 105/131 at Morang Corner, which increased more than 14% during this period. Table 6-4 shows Annual Average Daily Traffic (AADT) counts for state and selected local roads in Appleton. The volumes represent both through traffic and local activity. Seasonal variation, with peak volumes in the summer, is averaged in these figures. See the map titled Transportation Network, Page 129, for AADT information of major roads in Appleton. Residents of Appleton have noted increased traffic on all state roads in town since 1990 as well as some of the town roads, particularly Appleton Ridge Rd. and Sennebec Rd., according to the survey results from 2004.

**Table 6-4 Traffic Volumes**

Roadway	Location Description	AADT in 1997	AADT in 2001	Change
West Appleton Rd	South of Guinea Ridge Rd	-	144	
SR 105	Between Magog Rd and SR 105/131	1,040	993	-4.5%
SR 105/131	Between West Appleton Rd and SR 105	1,890	1,884	-0.3%
Appleton Ridge Rd	Between SR 105 and Town Hill Rd	-	111	
Collinstown Rd	Between SR 105 and Liberty TL	-	99	
SR 105/131	North of Morang Corner	1,330	1,520	14.3%
Burkettville Rd (SR 105)	Northwest of Collinstown Rd / Maddock's Rd Intersection	-	709	

*Source: Maine DOT*

### **Traffic Congestion**

Traffic congestion lowers a roadway's level of service (LOS). LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. See the Transportation Network Map (Page 129) for LOS information of major roads in Appleton. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. Maine DOT has noted no significant degradation in the LOS for state roads within Appleton. SR 105/131 north from Appleton Village has an LOS of B. All other roadways in Appleton have an LOS of A. Although Maine DOT has not noted congestion in Appleton, in the survey done in 2004 residents have expressed concern with increased heavy truck traffic on SR 131 (Union and Searsmont Rds).

### **Safety**

According to Maine DOT, from 1998 through 2002 there were 227 reported accidents in Appleton. There were no fatalities, 4 accidents with serious personal injuries, 22 accidents that involved minor injuries (in which a person had visible injuries, bruises, abrasions, swelling, etc.), and 28 accidents with injuries that were not visible (including momentary unconsciousness or complaint of pain). Most accidents, 173, involved property damage. Maine DOT estimates total cost of all these accidents at \$2,350,000. Maine DOT calculates roadway and intersection safety and found no high crash locations in Appleton, i.e., areas with at least 8 accidents occurring in 3 years. Nevertheless, residents have expressed concern with safety in the areas identified in the table below. Speed limits are posted on Rte. 105/131 in the school vicinity and on other heavily traveled roads.

**Table 6-5 Locally-Identified Hazards**

<b>Area [Indicate: intersection or stretch of roadway]</b>	<b>Hazard [Indicate: Speeding, Poor Sight Distance, Poor Configuration, Poor Shoulders, Pedestrian Crossing, etc.]</b>	<b>Solution [Indicate: Enforcement, Reduce Speed, Redesign, etc.]</b>
SR 131/105 – Union Rd.	Poor shoulders	Widen shoulder
SR131/105 – Union Rd	Blind spots	Install warning signs
SR 131 – Union /Searsmont Rds	Speeding	Enforce posted speed
Appleton Ridge Rd.	Speeding	Enforce posted speed, reduce speed limits
Sennebec Rd thru Village area	Speeding	Reduce speed limit, enforce posted speed

*Source: Survey Results*

**Access Management**

Access Management is the planned location and design of driveways and entrances to roads. Such planning reduces accidents and prolongs the useful life of arterial roadways. While arterial highways represent only 12% of the state-maintained highway system, they carry 62% of the statewide traffic volume. Maintaining posted speeds on this system helps people and products move faster, which enhances productivity, reduces congestion-related delays and environmental degradation. By preserving the capacity of the roads we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses.

Maine DOT has established standards, including greater sight distance requirements, based in part on posted speeds, for the permitting of driveways and entrances for three categories of roadways: retrograde arterials, mobility arterials, and all other state and state-aid roads. No roadways in Appleton are classified as a retrograde arterial or mobility arterial.

To maintain and improve traffic flows, future land use ordinances should include access management performance standards that are in accordance with state law. Locating shared access points for businesses and residences can enhance safety while allowing development to occur along state roads.

**Bridges**

There are ten bridges in Appleton. The town owns and maintains six bridges; the state owns and maintains four bridges. The state will replace the wearing surface of the North Appleton Bridge in the next planning period 2004-2009 and will replace the Grange Hall Bridge on Rte 105 in Burkettville.

**Table 6-6 Appleton Bridge Inventory**

Bridge Name	Waterway	Road	Location	Owner	Condition
Millay Br. (2)	Medomak River	Fishtown Rd	0.8 mi. north of SR 105	Town	Poor
Magog Br.	Waterman Brook	Magog Rd	0.5 mi. north of SR 105	Town	Excellent
Sherman Mills Br.	Allen Brook	Sleepy Hollow Rd	1 mi. east of SR 105	Town	Poor
Burkett Hill Br.	Medomak River	SR 105	1.3 mi. south of TL	State	Fair
McLain's Mills Br.	St. George River	Sennebec Rd	2.8 mi. north of TL	Town	Poor
North Appleton Br.	St. George River	SR 105	1 mi. west of TL	State	Poor wearing surface, will be replaced
Jonas Davis Br.	Pettengill Stream	SR 105	1.8 mi. west of SR 131 junction	State	Fair
Allen Brook Br.	Allen Brook	Sennebec Rd	1.2 mi. north of TL	Town	Excellent
Grange Hall Br.	Medomak River	SR 105	1.3 mi. southeast of TL	State	Fair
Pease Brook Br.	Pease Brook	Peasetown Rd	0.8 mi. east of Gurneytown Road	Town	Fair

*Source: Maine DOT*

### **Public Transportation**

No public transportation is available in Appleton. Concord Trailways offers coach service from Rockland. Coastal Trans offers limited services to income eligible persons.

### **Air Transportation**

There are no airports in Appleton. The Ben Hur heliport, an FAA- approved heliport, is located on the property of Ben Magro. [Map #19 Lot 28-30]

Primary regional airports include:

Bangor International Airport provides national and international commercial passenger and freight services, as well as civil defense operations. The largest runway is 11,441 feet long. Car rental services are available.

Knox County Regional Airport serves Rockland and Knox County with scheduled commercial service, air taxi and general aviation, and is owned by Knox County. The longest runway extends 5000 feet. Voluntary noise abatement is in place, limiting hours of operation. The facility is about 3 miles from Rockland in Owls Head. Fuel is available: 100LL JET-A.

Augusta State Airport serves Augusta and Kennebec County with scheduled commercial service, air taxi and general aviation, and is owned by the State of Maine. The longest runway extends 5000 feet. Fuel is available: 100LL Avgas and Jet A.

### **Railways**

There are no rail lines in Appleton or active rail service in neighboring towns. Rockland and Thomaston have a rail line that services limited freight needs, including those of Dragon Cement, and intermittent seasonal tourist travel to Brunswick, with connecting service to Portland and Boston. Depending on the cost effectiveness, year-round passenger service may become a long term objective of Maine DOT and the communities through which the rail lines passes.

### **Parking**

Most commercial, service or industrial businesses provide parking spaces for their customers and employees in Appleton. If needed, public parking is available at the

Appleton Town Office. In general, there is not a great demand for increased public parking.

The largest parking lots in Appleton are listed in the next table.

**Table 6-7 Parking Lots**

<b>Location</b>	<b>Access (Road name)</b>	<b>Approximate number of spaces</b>
Town Hall	Sennebec Rd	18
Children's Garden – future home of Mildred Stevens Williams Memorial Library	Sennebec Rd	11
Appleton Village School	Union Rd	50

*Source: Town Clerk*

### **Pedestrian Ways**

There are no paved pedestrian sidewalks in Appleton. Most pedestrians use road shoulders as walkways and unpaved paths. Appleton is losing some of the pedestrian friendliness it once had. This is due to increased traffic on SR 131 and SR 105. There are still walkable areas, for example Jones Hill, Appleton Ridge, and parts of Burkettville. Maintaining and creating conditions where children can walk to school, and where it would be possible to walk to a general store or other unofficial meeting place is important. To do so, preserving existing pedestrian paths and restoring others is needed.

### **Ports and Marine Transport**

Rockland Harbor has the closest port to Appleton in Knox County. It has a public landing and piers for vessels with a draft no greater than 13 feet and/or length no greater than 200 feet.

Ferry service to North Haven, Vinalhaven and Matinicus is provided from the Maine State Ferry Service Marine Terminal in Rockland. Ferry service to Islesboro is provided from a Maine State Ferry Service facility in Lincolnville Beach.

### **Maine DOT Six-Year Plan and BTIP**

The Maine DOT Six-Year Transportation Improvement Plan (2004-2009) lists the major transportation policy initiatives and capital improvement projects Maine DOT expects to include within the next six year budgeting period. For Appleton, one project is listed in the Six-Year Plan: North Appleton Bridge, which crosses the Saint George River: replace the wearing surface. The Biennial Transportation Improvement Program (BTIP) is Maine DOT's programming document that defines potential projects for the next two years. Municipalities can suggest projects to be included in the BTIP for potential funding. For Appleton, no projects are listed in the most recent BTIP.

### **Regional Transportation Advisory Committee**

The Regional Transportation Advisory Committee (RTAC) process created by Maine DOT facilitates public participation during the formulation of transportation policy. RTACs are advisory committees consisting of members of the public. The purpose of the RTAC is to provide early and effective input into Maine DOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the public an opportunity to help shape transportation policy and the decision making process. RTACs work with Maine DOT and the Regional Planning Commissions to develop regional advisory reports for each RTAC Region. These reports outline each RTAC's

objectives, goals, and strategies for improving transportation systems in their respective regions and the State. Appleton is part of RTAC-Region 5, which encompasses communities from Brunswick to Winterport. In the 2002 Advisory Report, RTAC 5 set no priority recommendations for Appleton.

### **Town Road Commissioner**

The town has a Road Commissioner (an elected official) to coordinate road maintenance, upgrade schedules, and perform other regulatory duties related to the roadways of Appleton. He advises applicants, the planning board and the CEO on the proposed location of driveways and entrances in accordance with the town permit requirement.

### **Summary**

Major transportation linkages in Appleton consist of SR (State Route) 105 and SR 131. Residents rely on the road network as their primary means of transportation movement. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Appleton's roadways are in fair to good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its local roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Since Maine DOT has jurisdiction over state roads and several bridges within Appleton, the town will continue to communicate and cooperate with that department to ensure necessary roadway improvements are made in a timely manner.

### **Issues of Concern**

1. Potential costs for maintaining the roads.
2. Safety and liability regarding the four town owned bridges listed in 'poor condition' and in need of repair.
3. A need for walkways to insure the safety of pedestrians in village areas.
4. A need for a road maintenance/management schedule given the increase in the population and traffic volume.
5. A need for adequate parking areas to facilitate car pooling.
6. Difficulty of establishing public transport due to such a diversity of areas that are frequented.
7. Increased traffic volume may also contribute to an increased number of accidents, particularly at the SR 105/131 intersections.
8. Heavy and overweight trucks have an inordinately large negative impact on local roads, particularly during the mud season.
9. Use of salt on roads in the winter can pollute ground and surface water resources.

### **Goal**

To maintain and improve the safety and the condition of existing town roads while minimizing fiscal and environmental impacts in the future

### **Policies**

1. To develop alternatives that will increase pedestrian safety on roadways.
2. To consider alternatives to using salt on local roads.

3. To consider a local road maintenance/reconstruction schedule. The schedule should be compatible with the intent of this plan to preserve the town's rural character.
4. To promote and develop alternatives to single passenger commuting patterns.
5. To recommend a policy for determining when the town takes over or reopens a road or when a road is converted from gravel to asphalt.

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The town should develop a road maintenance schedule that will provide for a priority order for maintenance, upgrading and replacement of local roads. (Road Commissioner, Selectmen) - *Ongoing*.
2. The town should create policies and standards which pertain to the safety, efficiency, upkeep, and resurfacing of local roads. (Road Commissioner, Town Meeting) - *Immediate*.
3. The town should investigate ways to promote alternatives to single passenger commuting patterns, emphasizing the financial, social and environmental benefits to both the town and individuals. (Selectman, Planning Board) - *Ongoing*.
4. To promote pedestrian and bicyclist friendly facilities, the town should welcome opportunities to create walking and bicycling spaces and to facilitate the development of park and walk, or park and bike facilities. Through public participation the town should prioritize potential projects, and then seek funding from appropriate sources such as Community Development Block Grants (CDBG) infrastructure funds and Maine DOT Enhancement funds. Private landowners and public support for these project proposals will be obtained before the town commits resources. (Selectmen, Planning Board, Road Commissioner, Town Meeting) - *Immediate*.

## Section 7 Fiscal Capacity

### Introduction

All planning decisions must take into account a municipality's ability to make the necessary expenditures and the effect this spending will have on its citizens. An analysis of past and present fiscal trends will help to forecast future operational and capital expenditures and enable the town to meet these commitments.

The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, town government must operate in a fiscally responsible manner. Large increases in the tax rate can cause public outcry and can discourage economic development. Although the priorities of the town may change from one election year to another, stable municipal finances are always a fundamental responsibility of town government. It is important for Appleton to handle diligently all yearly expenditures while at the same time planning for the town's long-term objectives. As is the case with any business, the physical assets of Appleton must be properly maintained through capital reserve accounts to protect the town's continued economic health.

The goal of this Section, as with the Public Facilities Section, is to discuss plans for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this Section was taken from town reports.

### Valuations

As noted, the town's primary revenue source is through the taxation of real and personal property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor.

According to town reports, Appleton's total real and personal property valuation was \$39,129,420 in 1999-2000 and had risen to \$49,609,980 in 2003-04. This was a 26.8% increase.

In 2003, the town's top five taxpayers are shown in Table 7-1.

Table 7-1 Top Five Appleton Taxpayers in 2003

	<b>Name</b>	<b>Tax Amount in 2003</b>
1	Maritime & Northeast Pipeline	\$36,320.91
2	Central Maine Power	\$16,865.90
3	John & Lorraine Bender	\$12,530.63
4	Michael T. Gushee	\$5,493.55
5	Charles Markowitz/ Jan Gorton	\$5,329.79

*Source: Town Assessor*

State law provides for tax exemptions for certain types of property, including charitable and benevolent, religious, literary and scientific, and governmental organizations. Generally, these properties would be non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows who have not re-married, individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and

homestead exemptions. In many communities the number of exempt properties is increasing which in turn decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in a case such as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate. The state also places a total valuation on the town. This is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) Arms length sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

The assessor's records indicated the town had not had a total town-wide revaluation since 1986. In 2003 the town's state certified assessment ratio was 60% of market value. The state indicates that a town should be revalued at least once in every ten-year period. However, they also indicate that a revaluation must be performed when the assessment ratio falls below 70% of market value. The town contracted with Maine Assessment and Appraisal Services, Inc. of Dixmont, ME to conduct a revaluation beginning in the spring of 2005 and to be concluded by September, 2006.

### **Property Tax Rate**

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into surplus. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment.

Appleton's mil rate in 1999-2000 was 17.75. In 2003-04, it was 23.00 and in 2005-2006 it was 27.00.

Maine Municipal Association (MMA) has ranked local property tax burden for all Maine municipalities. Their calculation considered municipal full value mil rate, commitment, median household income, median home value and property tax. Table 7-2 below shows

selected municipalities in the region for the most recent year available. A rank of 1 was the highest burden and 486 was the lowest. Appleton was listed as number 239. The State calculated equalized mil rates for all municipalities in 2001. The weighted average rate was 15.56. Appleton's state equalized rate was 14.93, indicating slightly lower property taxes than found statewide. That trend has continued. In 2003, the State Planning Office indicated that Appleton's mil rate ranked 404 out of 491 statewide, and 17 out of 18 countywide. Appleton's rate is below those of major service center communities which provide more municipal services to both residents and visitors than typically offered in smaller towns like Appleton.

Relative to surrounding communities, the bulk of Appleton's tax burden is attributable to education, county tax and other expenses that are beyond the control of Appleton municipal government. Appleton town services and administration are fiscally conservative, particularly in comparison to nearby service center communities.

**Table 7-2 Property Tax Burden Rankings**

<b>Selected Places</b>	<b>1999 Property Tax Paid as % of Median Income</b>	<b>1999 Burden Rank</b>	<b>2001 State Equalized Mil Rate (for comparisons only, indexed, not actual)</b>
Appleton	3.41	239	14.93
Camden	5.92	30	13.35
Hope	4.70	83	15.45
Liberty	3.73	194	12.85
Rockland	7.04	9	23.02
Rockport	5.29	49	15.09
Searsmont	3.91	165	14.38
Thomaston	7.57	5	23.08
Union	3.90	168	14.34
Warren	5.25	51	14.45
Washington	3.26	275	12.88

*Sources: Maine Municipal Association 1999, Maine Revenue Services 2001*

## **Municipal Revenues**

Table 7-3 below shows the major sources of municipal revenue for fiscal years 1999 through 2003. Intergovernmental revenues consist of road maintenance funds, tree-growth, veteran and homestead reimbursements. Other sources consist of general assistance funds, insurance dividends, sales of town property, fees, interest on investments, transfers from other funds, interest and municipal revenue sharing.

In 1999, property taxes were 46.9% of total revenues. In 2003, that figure rose to 59.6%. On average, property tax revenue increased 13.1% per year during this period. Intergovernmental revenues were 48.2% of total town revenue in 1999, and 38.9% in 2003, indicating a decrease in state aid. Towns throughout the state, including Appleton, are relying on property taxes more heavily given reduced state funding.

**Table 7-3 Town of Appleton Actual Revenues 1999-2003 (for year ending June 30)**

Categories	1999	2000	2001	2002	2003	Change 1999-2003
Taxes	803,346	822,985	939,236	1,042,663	1,223,929	52.4%
Licenses and Permits	2,068	2,004	1,746	2,513	3,288	59.0%
Intergovernmental	824,759	675,078	707,787	754,494	798,691	-3.2%
Charges for Services	6,201	6,736	6,500	7,361	9,247	49.1%
Interest	36,915	42,351	40,176	21,536	17,766	-51.9%
Misc.	38,895	25,075	13,906	7,190	2,041	-94.8%
Total	\$1,712,184	\$1,574,229	\$1,709,351	\$1,835,757	\$2,054,962	20.0%

*Source: Appleton Town Reports*

### **Municipal Expenditures**

Appleton has consistently administered in a fiscally conservative manner those expenditures over which the town has control. Most of the town budget, however, contains expenditures over which the town has no control, including education and county tax. All expenditure percentages are affected yearly by the local budget and the amount of state revenue sharing.

Table 7-4 shows the money spent for each of the major departments within the town for fiscal years 1999 through 2003. In 2003, over 75% of total expenditures went to education and county tax (categorized as Special Assessments), a 5% decrease from the 80% of total expenditures in 1999. Meanwhile, in the past five years, spending on education rose almost 6% and special assessments rose by more than 19%.

The second largest expenditure, after education, was public works, which comprised over 10% of the total expenditures in 1999 and almost 13% in 2003. Over the period spending on public works increase 38%, a large percentage of which was spent on sanding, plowing and town road maintenance.

As a portion of total expenditures, General Government (including town administration) has increased from 4.2% to 6.0% of total expenditures in the past five years. In absolute terms, the town has seen almost a 64% increase in General Government expenses, making this the third largest expenditure category.

**Table 7-4 Town of Appleton Actual Expenditures 1999-2003 (for year ending June 30)**

Categories	1999	2000	2001	2002	2003	Change 1999-2003
General Gov't.	76,697	80,274	84,336	101,005	125,715	63.9%
Protection	35,882	32,570	80,794	70,016	66,902	86.5%
Public Works	193,605	168,982	300,617	250,823	267,244	38.0%
Education	1,405,795	1,142,627	1,206,085	1,329,628	1,488,756	5.9%
Health & Sanitation	26,337	27,415	28,947	31,348	32,891	24.9%
Special Assessments	60,866	60,093	67,122	72,758	72,810	19.6%
Social Services	12,484	13,520	17,457	27,658	24,265	94.4%
Unclassified	19,719	5,000	9,054	9,645	0	-100.0%
Total	\$1,831,385	\$1,530,481	\$1,794,412	\$1,892,881	\$2,078,583	13.5%

*Source: Appleton Town Reports*

It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

### **Capital Improvement Plan**

See the Capital Improvement Plan (Section 9) for this information.

### **Growth and Development**

Increased growth and development, particularly residential development, puts an extra burden on a town's budget by creating a demand for new or improved public facilities and municipal services. In addition, unfunded state and federal mandates as well as inflation have a significant effect on a municipality's budget. In the future, Appleton's budget will most likely be affected by a combination of these factors.

Currently, the town has a strong municipal financial structure. This strength is evidenced by various economic trends and indicators, such as an increasing valuation, consistent positive ratio of revenues to expenditures, relatively stable tax rate and a modest long term debt. It appears that Appleton will be able to meet its future financial commitments.

### **Summary**

From 1999 to 2003, total municipal revenues increased by 20%, mostly from property tax increased assessments, while total municipal expenditures increased by 13.5%.

State funds have decreased as a percentage of Appleton's municipal budget.

Appleton's tax rate is below the median when compared to the statewide and countywide averages.

Education accounts for the highest percentage of municipal expenditures.

As indicated by the figures, Appleton has been doing very well in managing its finances over the last five years.

### **Issues of Concern**

1. Given Appleton's dependence on State funds, further decreased State funding levels would have a negative impact on municipal operations.
2. An increasing residential population will increase the demand for municipal services. Costs of services will, most likely, be higher than increased property tax revenues and thus create a higher tax rate.
3. If the school age population increases, educational expenditures could increase and could cause taxes to increase.

### **Goal**

To promote stability and practicality in local fiscal management while minimizing the financial impact of tax assessments on local residents

### **Policies**

1. To seek out and apply for state and federal grant programs, the funds for which can be used to lessen the financial impact of new or improved municipal facilities and services.
2. To consider a policy which would (a) require new commercial and residential subdivisions be financially responsible for all changes in current municipal services and facilities and (b) ensure that any municipal water or sewage facilities and services are maintained and upgraded by the owners/tenants.

3. To consider alternative property tax payment schedules.

### **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The Selectmen should analyze current property tax payment schedules and determine whether alternatives, such as monthly or semi-annual tax payments would be acceptable to the town and beneficial to Appleton residents. (Selectmen) - *Immediate*
2. The Selectmen should determine what state and federal grant programs are available to the Town of Appleton. The selectmen should provide this information to the budget committee and to the townspeople on an annual basis or as often as possible. The townspeople will determine whether to apply for these funds. (Selectmen, Town Meeting) - *Ongoing*
3. The Planning Board, in conjunction with the Selectmen, should determine whether the current subdivision ordinance should be modified to protect the town's fiscal responsibility for changes to and future maintenance of municipal facilities and services created by new commercial and residential subdivisions. (Planning Board, Selectmen) - *Immediate*
4. The Budget Committee should continue to review the funding requests yearly and make recommendations for town meeting review. This process will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town. (Budget Committee) - *Ongoing*
5. The Townspeople should decide whether they are willing to support the hiring of a full-time Code Enforcement Officer (CEO) to replace the current part time position in order to provide adequate permitting services, as well as to enforce existing ordinances and state regulations. (Town Meeting, Selectmen) - *Immediate*

Note: Please see the Capital Improvement Plan (Section 9), for the specific improvements recommended for the town to undertake during the next ten-year planning period.

## **Section 8 Public Facilities and Services**

### **Introduction**

This Section reviews the existing public facilities and services, and estimates future needs based upon anticipated growth and economic development. Current facilities and services are described to determine if they adequately serve the town today and if they have the available capacity to serve the town for the next ten years. The goal of this Section is to plan, finance, and develop an efficient system of public facilities and services that will accommodate the town's future needs.

See the Public Facilities Map, Page 132, for the location of these facilities within Appleton.

### **Governance**

Appleton is part of State Senate District 22, State House District 44, and U.S. Congressional District 1.

Appleton operates under the town meeting form of government administered by a three-person board of selectmen, serving staggered three-year terms and meeting each Tuesday at 7:00 PM, or as needed. The town's fiscal year ends on June 30. Approval for the CSD school portion of the budget is achieved through a vote held on Election Day in June. The remainder of the town budget and other town business is voted on at the annual town meeting, typically held on the third Saturday of June. Other town meetings are held as needed throughout the year.

The town has a capital reserve account for equipment replacement, building maintenance, and highways.

All town positions, with the exception of school employees, town clerk and deputy town clerk, are part time. The Town Clerk and Deputy Town Clerk also serve as Registrar of Voters, Treasurer and Tax Collector. All town positions are listed below.

- Town Clerk (and Deputy)
- Registrar of Voters (and Deputy)
- Treasurer (and Deputy)
- Tax and Excise Tax Collector (and Deputy)
- School (see separate entry)
- Road Commissioner
- Health Officer
- Fire Dept. (see separate entry)
- Ballot Clerks
- Code Enforcement Officer
- Plumbing Inspector
- Town Forester
- Animal Control Officer(s)
- Selectmen
- Janitor
- Cemetery Caretakers & Sextons
- Addressing Officer

## Boards and Committees

The board of selectmen appoints long term, short term and project committees as needed. The following are standing boards and committees:

- Budget Committee
- Board of Appeals
- Planning Board (elected)
- Conservation & Beautification Committee (not active)
- School Board (elected)
- Comprehensive Plan Committee
- Capital Improvement Plan Committee
- Communications Committee

The Budget Committee works with the Board of Selectmen and town employees to prepare the annual budget for town meeting.

The Board of Appeals hears variance requests and administrative appeals

The Planning Board holds monthly meetings to review permit applications for development. The planning board reviews subdivisions, Shoreland zoning and wetlands issues for compliance with state and local regulations. The Planning Board also develops ordinances for building and land use.

## Street Lighting

Eighteen (18) streetlights, owned and serviced by Central Maine Power Company, are located throughout the town.

## Municipal Buildings, Properties and Services

**Town Hall:** Located in the former Village School, this building houses the Town Office and meeting rooms. Town meetings are held here and in the Village School. The building is in fair condition with ongoing renovations and repairs.

**Mildred Stevens Williams Memorial Library: (Private)** Located on Sennebec Road in Appleton. (See the History and Culture Section for the library's history).

- Librarian: Penelope Olson
- Hours: Monday 3:00 – 5:00  
Tuesday 3:00 – 6:00  
Wednesday 9:30 - 10:30 (Children's Story Hour); 3:00 – 6:00  
Thursday 3:00 – 5:00 & 7:00 – 9:00  
Saturday 10:00 - noon
- Usage: Circulation is 2500
- Capacity: 7,500 books.
- Remarks: An annual report is published in the Appleton Annual Report  
Funding comes from town appropriation, memorial funds, gifts, book sales, bake sales, rent for the use of the building, grants and other fund raising efforts.
- Collection: Total (approximate) 6500

As with so many village services the library depends on the help and support of members of the community. There is a need for more community involvement, since the majority of workers, except for one paid employee, are volunteers. Library Steering Committee is dedicated to building a new library in the near future.

**Salt/Sand Storage Shed:** Decried as a town necessity by the State of Maine, a salt/sand storage shed has been built in Appleton, located on Sennebec Road behind the Fire Station.

**Fire Station:** A three bay fire station is located on property adjacent to the town hall and was designed with expansion in mind should voters ever decide to relocate the town hall there. The new fire station has a fireproof vault in the basement where irreplaceable town records can be stored safely. Currently records are vulnerable to loss or damage in the present town hall.

**Appleton Fire Department:** Appleton has a volunteer fire department. Current staff includes a Fire Chief, Assistant Fire Chief, Captain, Lieutenant, and approximately twenty Firefighters. The Chief is elected by the firefighters and appointed by the Selectmen. The town has mutual aid agreements with surrounding towns.

Present firefighting apparatus include the following:

- 1972 American LaFrance Fire Truck
- 1973 Ford Pumper
- 1967 Ford S800 Fire Truck
- 1985 Ford E-350 Rescue Vehicle
- 1977 Ford F700 Truck
- 1978 GMC Fire Truck
- 2001 International Fire Truck
- Approximately 1000' of 2 1/2" supply/fire fighting hose
- 1800' of 4" supply line

Appleton's fire station is designed to hold six trucks or other vehicles. Projected equipment needs are listed below.

1. One tank truck with 2,000-2500 gallon combined tank capacity, the tanks should also be equipped with a minimum of 500-gpm pumps
2. One forestry/utility unit

This equipment list is based on a formula for required water flow to fight structural fires. (Example: a single story ranch 24'X36' requires a Dow of LW/3 or 288 gallons per minute for a light to moderate fire.)

To improve fire fighting readiness and equipment, the department recommends the following actions:

1. Establish new fire ponds and require new subdivisions to include fire ponds within the subdivision
2. Improve truck access to existing water supplies
3. Refit present apparatus to meet the town's needs
4. When vehicle or equipment purchases are necessary, compare cost and quality of used vs. new equipment
5. Encourage greater participation by town residents in the fire department
6. The department should work closely with adjoining towns in Mutual Aid Response and future equipment purchases.

### **Appleton School Department and Five Town CSD**

The Town of Appleton operates the Appleton Village School which provides for the education of K-8 pupils in the town of Appleton. The Town of Appleton is also part of the Five Town CSD through which it provides 9-12 education to Appleton students.

Appleton Village School is located at 737 Union Road. As of October 2004, 136 Appleton students attended AVS.

In 1998, the Town of Appleton joined the four towns of Hope, Lincolnville, Rockport and Camden to create the Five Town CSD. Before that time Appleton provided for high school education by paying tuition to SAD 28. The CSD built and operates Camden Hills Regional High School at 25 Keelson Drive (off SR 90), Rockport. The new school has attracted a number of families to Appleton, since the town is one of the more affordable communities in the CSD. As of October 1, 2004 the school provided 9-12 education to 743 students, 69 of whom were from Appleton. Past and forecasted enrollment figures are found in the Population Chapter.

The school administrative units per-pupil operating costs for the most recent fiscal year are shown in Table 8-1. Most of the school unit's costs are represented by these amounts. However, expenditures from some federal sources are excluded, and some expenditures from state and local funds are also excluded. At the Elementary level education costs are \$7,546 per student in 2004, a little below neighboring SAD 28 and a little above the state wide average.

**Table 8-1 Per-Pupil Operating Costs**

<b>2001-02</b>	<b>Elementary (K-8)</b>	<b>Secondary (9-12)</b>
Local School Unit	\$6,179.04	\$6,903.17
Statewide	\$5,230.00	\$5,978.00

*Source: Maine Department of Education*

Local property taxpayers pay for much of their school administrative unit's costs. The taxpayer effort to provide this local share of school unit costs can be described as a mil rate: the number of property tax dollars raised for each \$1,000 of taxable property. The school administrative unit mil rate for 2001-02 for the Appleton Village School was 7.95. For the Five Town CSD it was 3.15. The statewide average was 11.88.

### **Instruction**

The mission of Appleton Village School is to provide quality education for the children of Appleton. Curricula is reviewed, piloted and adopted by the teachers, principal, superintendent and the school committee. A guidance counselor provides services to individuals and small groups including drug awareness, preventing bullying, and helping children from difficult home environments.

### **Staff**

A principal with the support of an office assistant administers the Appleton Village School. Superintendent services are shared with Lincolnville and Hope through School Union 69. Each grade K-6 has a separate teacher and classroom, grades 7 and 8 have teachers who specialize in subject matter. There is a literacy expert, 2 full time and one part time teacher aides, a teachers aide who provides special educational services under the direction of a special education director employed by Union 69, a part time guidance counselor, and part time personnel for art, French, library, health and physical education

and music. The school employs one full time maintenance person and a part time custodian.

### **Student Health**

A comprehensive health curriculum for the students is in the process of development through the efforts of parents and teachers. The Appleton Village School receives basic nursing service from the Department of Human Services division of Public Health Nursing.

### **Building and Grounds**

A wing of the Appleton Village School was completed in 1989. In addition to the wing, the playground was expanded with opportunities that now include a soccer field with goals, a baseball field, a basketball court, plenty of swings and other playground apparatus. A modular classroom has been sold and moved to Belfast. An inventory of the school's contents has been completed.

### **School Improvement Committee**

The Appleton Village School Improvement Plan (SIP) Committee was established to generate community input for the school program. The SIP Committee consists of about a dozen volunteers from the community. Meeting monthly during the school year, the SIP Committee members develop a broad compendium of ideas and suggestions through discussion and research. The list of suggestions is evaluated for practicality and becomes the Annual SIP Committee Report to the Appleton Village School Committee for consideration and possible action.

### **Parent Teacher Organization**

The PTO conducts a series of programs to support the school including programs dealing with parenting skills and peer group discussions.

### **Transportation**

AVS contracts with a private contractor on an annual basis to provide 3 busses to transport students over 200 miles to and from school. The CSD hires a private contractor to provide transportation for Appleton 9-12 students to and from the high school. AVS provides transportation to some after school sports events.

### **Planning**

The school staff, the school committee, the School Improvement Plan Committee and the Parent Teacher Organization all make recommendations for the future. The analysis of needs and direction is a continual process.

### **Pre-School and Daycare**

No pre-school programs exist in town. However, Appleton's first state licensed daycare center has opened for business.

### **School Recommendations**

1. Develop the new Power School System to provide parents internet access to curriculum, assessments and assignments.
2. Work with Union 69 and the five towns in the CSD to provide summer school programs that provide needed academic remediation and academic stimulation for approximately 30 students.

3. Continue to develop after school enrichment activities for our children. These activities should provide physical, vocational, and academic enrichment for our students.
4. Work with community members and staff from the five towns in the CSD to write, adopt and implement a comprehensive health curriculum for Appleton Village School students and those in the other four towns. This curriculum would include such topics as physical fitness, nutrition, self esteem, drug awareness, mental health, and human sexuality.
5. Review the length of the school year to determine if it must be increased to provide staff development and all activities required to provide a full education to our students.
6. Review the amount of time provided to teach fine arts and physical education. Continue annual student theatrical production and have student art displays at all events where parents are invited into the school such as at the school concerts and school dinners.
7. Maintain and improve upon the greater community involvement in the education of our students. Continue and build upon programs like the veteran's day program and career awareness to link the community and the school.
8. Study the after school transportation needs of Appleton Village School and Camden Hills High School to insure safe transportation to after school events and access for Appleton students to the after school programs at the high school.

### **Medical Facilities**

There is no primary health care (acute or preventive) available within town.

Contract volunteer ambulance service is available from Union. The average distance is 10 miles. The average response time to Appleton is less than 30 minutes. Penobscot Bay Medical Center, Rockport, is 20 miles away. Waldo County General Hospital, Belfast, is also 20 miles away. (The Madge H. Walker Trust provides benefits of free or reduced rate medical care at Waldo County General Hospital in Belfast and Mid-Maine Medical Center in Waterville. Eligibility is defined by the trust.) Physicians' offices are clustered around each acute care facility. Sheepscot Valley Health Center in Cooper's Mills is a walk-in clinic, and is not always staffed.

Visiting RNs (Registered Nurse) are available from Kno-Wal-Lin (Knox-Waldo-Lincoln Community Health Services) in Rockland, Belfast and Damariscotta, by order of attending medical doctor, paid in part by Medicare.

Appleton may want to look at attracting medical care to the town or assisting a regional clinic facility.

### **Communications**

**Telephone Service:** Tidewater Telecom principally serves the town. Consumers choose among numerous companies for long distance services. A few customers are served by exchanges in Washington but when they call within Appleton they are not charged for long distance calls.

**Newspapers:** Regional weeklies include the Waldo Independent, Republican Journal and Village Soup Citizen, all located in Belfast; the Camden Herald; the Free Press and

Village Soup Times in Rockland. The Rockland Courier-Gazette is published three times a week. Principal dailies are the Bangor Daily News and the Portland Press Herald.

**Television Stations:** Aerial reception of commercial network stations (ABC, CBS, and NBC) and Maine PBS depends upon the location within town, topography, etc. Satellite service is also dependent on location; however in most areas service is available, dependent on unobstructed views of the southern sky. Cable service is not available.

**Radio:** Camden and Rockland both offer stations serving Appleton. The Maine Public Broadcasting Network also serves the town.

**Postal Service:** Appleton has no in-town post office; rural free delivery service is provided by the post office in Union (04862).

### **Energy Facilities**

**Hydroelectric Dams:** There are no generating facilities in Appleton, and it appears that there is not a sufficient flow in any of the town's streams or rivers to serve as a reliable generating source. In addition, it is not now economically feasible to construct a new facility, since Central Maine Power Co. (CMP) will not purchase the excess power generated at a price high enough to provide the necessary return on investment. In addition to a favorable contract from (CMP) the potential applicant must receive a permit from the Maine Department of Environmental Protection and must also receive approval from the Federal government.

**CMP Distribution Lines:** The regional office for CMP is in Rockland. Any expansion of the network is up to the individual owner or developer to finance. The current practice is for CMP to provide up to 150 feet of wire to a residence, but no poles, and to charge a 'hook up' fee. The individual homeowner is responsible for all expenses beyond the 150 foot distance from the nearest CMP pole.

### **Sewage Facilities**

There are no public sewers, and each home has its own on-site subsurface wastewater facility. Most homes have septic tank-leach field systems, but there are a few with cesspools or outhouses in use. The town contracts with Interstate Septic of Rockland for septage disposal.

### **Solid Waste Facilities**

The town is a charter member of Tri-County Solid Waste Management Organization (TCSWMO) in Union (which serves Appleton, Liberty, Palermo, Somerville, Union, and Washington). This facility had an adjusted recycling rate of 44.1% in 2003, with waste disposed at PERC in Orrington.

### **Water Supply**

The Maine Department of Health and Human Services, Drinking Water Program records three public water sources in Appleton as of 2003, as noted in Table 8-2.

**Table 8-2 Public Water Supplies in Appleton**

State #	Public Water System (PWS) name	PWS Type	Source Name	Source Type
ME0000011	Appleton Village School	NTNC	DR WELL 450'	Groundwater
ME0001002	Sennebec Lake Campground	NC	DR WELL 285'	Groundwater
ME0001002	Sennebec Lake Campground	NC	#2 WELL-266'	Groundwater

*Source: Maine Department of Health and Human Services*

*NTNC (non-transient, non-community)*

*NC (non-community)*

In 1992 the town noted five public water supplies in Appleton, of which three are still in use. Each home or business has its own private source, normally a drilled or a dug well. There is some limited use of surface waters.

Appleton's growing population has placed increasing demands on the water supply. This demand is primarily for drinking purposes, but is also for landscaping, gardening, and for recreational water use. Increasing water usage is of concern.

### **Cemeteries**

See the Public Facilities Map for the location of cemeteries within Appleton.

#### **Clark Cemetery**

Caretaker: Roland Wiley. Mary Clark hires caretaker  
Location: north of Appleton Ridge, west side on SR 105  
Condition: excellent  
Usage: private, family, continued use  
Remarks: not open to the public

#### **Hart Cemetery**

Caretaker: Clifton Fuller  
Location: Appleton Ridge Road, east side north of blueberry field (North of Kate Barnes' property)  
Condition: fair  
Usage: closed  
Capacity: full in 1910

#### **Lermond-Esancy Cemetery**

Caretaker: vacant  
Location: Fishtown Road, west side  
Usage: closed

#### **Metcalf Cemetery**

Caretaker: Clifton Fuller  
Location: East side of Guinea Ridge Road off SR 105  
Condition: good, partially restored  
Usage: closed  
Remarks: Veterans from the Revolutionary War, the War of 1812 and the American Civil War

#### **Miller Cemetery**

Caretaker: Raymond Gushee

Sexton: Bruce Libby

Location: Miller Cemetery Road

Condition: excellent

Usage: open

Capacity: family lots are all taken.

Remarks: headstones show burials from Camden, Rockport, Liberty, Washington,  
and Appleton.

### **Quaker Cemetery (Wentworth)**

Caretaker: Clifton Fuller

Location: Sennebec Road, west Side, south of Gushees Corner

Condition: very good

Usage: closed

Remarks: contains foundation of the Quaker meeting house; also a Gushee obelisk  
with family area

### **Pine Grove Cemetery**

Caretaker: Raymond Gushee

Sexton: Bruce Libby

Location: off Sennebec Road, east side of the hill from river

Condition: good

Usage: open

Capacity: 1500 lots in use with 50 to 60 lots planned for 8 spaces each.

Remarks: Pine Grove has several parts, the old and new area, referred to as the Ames  
addition

### **Sprague Cemetery**

Caretaker: Clifton Fuller

Location: Appleton Ridge Road, west side south of Pitman Corner

Condition: good

Usage: closed

Capacity: medium to small

### **Weymouth Cemetery**

Caretaker: Betty McBrien

Location: West Appleton Road

Condition: fair

Usage: closed

Remarks: house built on land in back

The Appleton Memorial Association has expressed a wish that service for these private  
and historical cemeteries be continued by local service groups: i.e., 4-H, schools, Scouts,  
etc.

### **Potential Future Capital Projects**

See the Capital Improvement Plan Section for a list of Capital Projects the town may  
undertake in the next ten years.

## **Summary**

Through proper maintenance and investment, Appleton's public facilities and services have remained in good shape overall. As the population increases, the demands for existing services and for new services will increase as well. Townspeople will decide how much they can afford and are willing to pay for those services over which the town has control. The town has provided reserve accounts for many necessary items. Prudent management decisions at the local level have prevented the town from being forced to make large capital investments within one tax year. However, there are issues that do need to be addressed to eliminate possible future repercussions.

## **Issues of Concern**

1. Fluctuating class sizes make it difficult to plan for hiring teachers and assuring an adequate number of classrooms.
2. A need for additional cemetery space
3. Lack of group meeting facilities.
4. Repair or replace existing Town Hall
5. Repairs to Appleton Village School
6. Need for additional community meeting space
7. Public access to Sennebec Pond

## **Goal**

To maintain Appleton's existing public facilities and services while minimizing the fiscal and environmental impact of any future new or improved public facilities or services.

## **Policies**

1. Expand and improve Appleton's (through TCSWMO) existing recycling program and to explore the applicability of additional solid waste disposal methods (i.e. composting, source reduction of waste materials, etc.)
2. Answer questions regarding the long term environmental effects of the closed landfill.
3. Consider all the alternatives when purchasing new fire equipment.
4. Encourage greater participation of Appleton residents in the fire department.
5. Work closely with adjoining towns in Mutual Aid Response and purchases.
6. Increase contributions to a capital reserve fund, to be used for equipment replacement, building maintenance, and highways.
7. Educate the public regarding financial assistance programs available to upgrade septic systems.
8. Develop additional cemetery space in Appleton.
9. Ensure the town's compliance with the State law regarding septage disposal.

## **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The fire department should establish a committee within its organization to prepare and present to the residents at future annual town meetings programs addressing methods to: (a) acquire new equipment as required, (b) increase participation and (c) increase cooperation with adjoining town fire departments. (Fire Department Committee) - *Ongoing*
2. The Memorial Association should look into the possibility of using existing town-owned property to increase available cemetery space in Appleton. (Memorial Association) - *Long term*
3. The town (through TCSWMO) should continue to educate its citizens on the importance of recycling, using fliers, informational meetings and school programs. Literature on TCSWMO's recycling program should be made readily available to residents at the town office. (Selectmen) - *Ongoing*
4. The town should consider adopting an ordinance concerning the use of pumper trucks to draw water from lakes and ponds in Appleton for use within and outside the town for landscaping, gardening, and recreational water use, exempting fire safety or drinking water needs within town. (Planning Board, Selectmen, Town Meeting) - *Immediate*

Note: Please see the Capital Improvement Plan Section, for the specific recommended improvements for the town to undertake during the next ten-year planning period.

## Section 9 Capital Improvement Plan

### Introduction

This comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The purpose of a capital improvement plan (CIP) is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

At Appleton's Annual Town Meeting held on June 19, 2004, the voters of Appleton voted to establish a Capital Improvement Plan Committee to prepare a five year Capital Improvement Plan identifying capital expenditures needed to be made by the Town and including proposed methods of paying for these identified improvements. Such a Plan, to be completed by April 1, 2005, which would identify necessary safety upgrades and maintenance of Town-owned buildings and property and would make provisions for Town ordinances designed to manage growth.

**ARTICLE 33.** On an amended motion the Town voted to authorize the Selectmen to establish a Capital Improvement Plan Committee to prepare a five year Capital Improvement Plan identifying capital expenditures needed to be made by the Town and including proposed methods for paying for these identified improvements. Such a Plan, to be completed by April 1, 2005, which would identify necessary safety upgrades and maintenance of Town -owned buildings and property and would make provisions for Town ordinances designed to manage growth. Such a Plan, to be presented to the Town at the next annual town meeting.

### Capital Improvements Defined

Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (often having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year. The annual provision for eventual replacement of capital improvements depends on the useful life of the capital improvements. It is important that capital improvements be financially accounted for each fiscal year, minimizing later expenses.

For the purpose of this plan, the total costs have been recognized with an indication of the expected period for each item that is desired based on priority ratings. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Capital Improvement Plan Committee and the Budget Committee will review the funding requests and make a recommendation for town meeting review. The 2005 Capital Improvement Plan is included in Appendix B.

### **Financing Options**

Several financing methods can be used to fund the types of improvements noted in the plan. These are outlined in the following paragraphs.

**Current Revenues:** This is also known as pay-as-you-go. This method has the advantage of avoiding bonding and its associated interest cost. The disadvantage is that financing a large project in this manner creates a high tax burden during the implementation period and results in extreme fluctuations in the tax rate.

**Bonding:** Borrowing against future taxes (general obligation bonds) or future fees (revenue bonds) is widely practiced for public improvements that have a long life. This is also known as pay-as-you-use. Bonding evens out the tax burden as opposed to using current revenues. The term of bonds issued by a municipality for a public improvement should not exceed the useful life of the equipment or facility.

**Reserve Fund:** Reserve funds are often established by communities to purchase equipment, build facilities or make repairs, etc. This method works well when a town knows several years in advance that expenditures will be needed, as well as the approximate value of the expenditures. Reserve funds earn interest in the intervening years and, like bonding, they even out the flow of revenue needed for a project. The town currently has several reserve funds in place.

**Impact Fees:** Impact fees are charged to new development for its proportional share of the cost of a specific capital improvement made necessary because of the development. These fees are deposited into a fund to be used for construction of the project for which they were collected. Examples include new classrooms required due to development of a large subdivision or a new water supply capacity. One disadvantage of impact fees is the complexity of managing the funds.

**Time-phased Projects:** Large projects or those with individual elements can sometimes be broken down into several smaller projects. It may then be feasible to accomplish the smaller projects through current revenues or smaller bonding efforts.

### **Summary**

The capital improvement plan (CIP) guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts

will be sought. By planning ahead, capital improvements can be funded through savings, borrowing or grants without incurring burdensome expenses in any one year that would tend to significantly increase property taxes. The recommended improvements for the next ten years are shown in the CIP provided in Appendix B and are based on the inventory, analysis, projected need, state and federal mandates, and on the recommendations of the town and townspeople.

## **Section 10 Natural Resources**

### **Introduction**

Appleton's richness is its natural resources. The town is especially fortunate to have a number of large, yet relatively undisturbed natural areas that not only define the character of the town and afford a special quality of life, but also perform significant resource protection and production functions. Appleton's considerable wetlands offer the region some of the most scenic and biologically important resources. Large undisturbed areas provide essential habitat for deer, moose, waterfowl and numerous non-game species while also protecting the watersheds and maintaining the purity of both surface and ground waters. Large tracts of forestland contribute to the area's timber production. Many of the areas are also valued for recreational purposes. Appleton is fortunate to have one of the two remaining significant stands of Atlantic White Cedar in Maine. The Cedar Swamp has been designated a National Natural Landmark by the USDI National Park Service, and other areas, including the Cedar Swamp, have been registered as Critical Natural Areas by the state. Refer to Maps in the Appendix for further detail on the Natural Resources Inventory.

### **Land Cover**

The Land Cover Map of Appleton, Page 138, uses satellite imagery with a spatial resolution of 30 square meters. The smallest features that can accurately be mapped are one acre in size. This means the features are generalized so that only the dominant land cover is mapped. Land cover features include vegetation, soils, rocks, water, and constructed materials covering the land surface. Land use pertains to economic and cultural activities permitted and/or practiced at a place that may or may not be manifested as visible land cover features. Land cover categories include:

**Bare Land:** Includes areas composed of bare soil, rock, sand, silt, gravel, or other earthen material with little or no vegetation.

**Cultivated and Grassland:** Includes herbaceous (cropland), woody (e.g., orchards, nurseries, vineyards) and areas dominated by naturally occurring grasses and non-grasses (forbs) that are not fertilized, cut, tilled, or planted regularly.

**Developed:** Includes constructed surfaces in suburban and rural areas, and large buildings (such as multiple-family housing, hangars, and large barns), highways, and runways. Contains substantial amounts of constructed surface mixed with substantial amounts of vegetated surface. Collections of small to medium sized buildings on small lots close together (such as single-family housing), streets, and roads typically fall into this class.

**Forest:** Includes areas of single-stemmed, deciduous woody vegetation unbranched 0.6 to 1 meter (2 to 3 feet) above the ground and having a height greater than 6 meters (20 feet), as well as areas of coniferous and broad-leaf evergreens.

**Wetlands/Open Water:** Includes all non-tidal wetlands and surface waters.

**Table 10-1 Town of Appleton Land Cover**

Land Cover	Acreage	Square Miles	%
Forest	14,267.7	22.3	67
Grassland/Cultivated	2,957.4	4.6	14
Wetlands/Open Water	3,853.0	6.0	18.
Developed	244.2	0.4	1
Bare Ground	31.4	0.0	0
Total (Rounded)	21,354	33.4	100

*Source: NOAA: Landsat Thematic Mapper*

*Notes: Totals affected by rounding*

## Topography

Appleton's topography can best be described by the word "rugged". With two major river systems and several steep-sided ridges cutting from southwest to northeast and several swamps covering much of the flat ground, there is very little easy ground in town. It will be evident from the slopes and Shoreland zoning maps and the following discussion that such rough topography poses severe constraints to large-scale housing developments. See the Topography Map, Page 131, for contour elevations and steep slopes (25% and greater) in Appleton.

A series of ridges divide Appleton. Its low point, 88 feet mean sea level (msl) is located at the inlet of Sennebec Pond, and its high point is located northwest of Sprague Cemetery on Appleton Ridge at 652 feet msl. The Medomak River exits the town at approximately 200 feet msl. Between the high point and these two low points, there are many ups and downs.

Appleton Ridge dominates the town's landscape. It is visible from most points in town. "The Ridge", as it is known divides the St. George and Medomak River watersheds. It affords excellent views in all directions due to its bald nature.

The free-flowing river channels and ridge tops composed the primary traditional travel corridors. Numerous swamps constituted the principal barriers to travel, and most traditional ways avoided these where possible. Routes connecting ridge top and river generally plunged directly from one to the other along subsidiary ridges. While the river is no longer used for transportation purposes, Appleton's road network does not differ much from the 1700s.

Until recent years housing also followed traditional patterns (see the Land Use Section for a more detailed discussion). That is, people built primarily in areas with an existing community (e.g. Appleton Village) or along principal thoroughfares. Lately this pattern has changed somewhat, with new homes often appearing on less suitable sites (e.g. abutting swamps and steep slopes).

## Water Resources

### Watersheds

When addressing water quality it is crucial to identify and consider watersheds. A watershed is the land area in which runoff from precipitation drains into a body of water, and is defined by topography. See the Water Resources Map, Page 137, for the locations of watersheds in Appleton. The portion of the watershed that has the greatest potential to affect a body of water is its direct watershed, or that part which does not first drain through upstream areas.

## **Water Bodies**

Appleton has ponds and free flowing streams of good water quality. However, these resources are sensitive to even small increases in phosphorus, described below, and other pollutants. Continuing care and protection are needed if good water quality is to be maintained. See the Water Resources Map for the location of water bodies in Appleton.

Pesticides, sewage, refuse, and chemical wastes of industry threaten the quality of our ground and surface waters. It is less well known that phosphorus is also a significant threat because of its natural abundance and potential to contaminate.

Phosphorous is found in soil and is held in place by vegetation. When vegetation is removed for house or road construction, timber harvesting, agricultural activities and other changes made to the land, surface runoff increases, which transports phosphorus along with eroded soils into water bodies. If that amount of phosphorus becomes too great, it will act as a fertilizer and cause algae to thrive. With increased levels of algae, the oxygen in a water body, especially in the bottom waters of lakes and ponds, is exhausted by bacterial decomposition. Trout and salmon along with other animal life, which live in the colder bottom waters of many lakes, suffocate as oxygen becomes depleted. The decay of algae also generates obnoxious odor and taste. Most fish, plants and wildlife of lake and pond ecosystems are endangered in this process.

A water body with high concentrations of dissolved nutrients such as phosphorus and often deficient in oxygen is termed eutrophic and is extremely slow to recover, requiring intensive action to immobilize phosphorus in the sediments. Thus it is well advised to plan for and manage the amount and sources of phosphorus in order to prevent eutrophication.

The State has determined the phosphorous concentrations in Appleton's water bodies. Table 10-2 shows the acceptable increase in phosphorous concentrations that may result from development. This information is useful for determining the adequacy of Shoreland zoning buffering provisions to protect the health of water bodies while allowing for a reasonable level of development near and in the shoreland.

**Table 10-2 Per-Acre Phosphorus Allocations for Selected Water Bodies in Appleton**

Water Body	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Johnson Pond	69	5	64	0.25	16	0.74	All are moderate - sensitive	m	1.00	0.046
Newbert Pond	333	75	258	0.2	52	3.17		m	1.00	0.061
Sennebec Pond	11336	1500	9836	0.25	2459	101.3		h	0.75	0.031
Sherman's Mill Pond	884	100	784	0.2	157	5.71		m	1.00	0.036
DDA ANAD AAD GF D F WQC LOP C P	Direct land drainage area in Town in acres Area not available for development in acres Area available for development in acres (DDA – ANAD) Growth Factor Area likely to be developed in acres (GF x AAD) lbs. Phosphorus allocated to towns share of watershed per ppb in lake Water quality category Level of Protection (h=high(coldwater fishery);m=medium) Acceptable increase in lake's phosphorus concentration in ppb lbs. Per acre phosphorus allocation (FC/D)									

*Source: Maine Department of Conservation*

See the Water Resources Map (page 137) for the locations of the following water bodies in Appleton.

**Sennebec Pond:** Located in the southwestern part of the town, Sennebec Pond lies in a glacial depression and is fed by the St. George River, Allen Brook and several small streams. The town line between Appleton and Union roughly bisects the pond, with Appleton having approximately 250 acres of surface area. The shoreline is quite heavily developed with year-round dwellings and summer camps. Appleton residents have no public access to the pond. A large private campground operates on the western shore, and the lake is popular among fishermen and boaters.

**Sherman's Mill Pond:** This is a man-made pond of approximately 36 acres formed by the damming of Allen Brook at Sleepy Hollow Road (formerly Sherman's Mill). There are two year-round residences on the pond, but no other cottages or camps.

**Newbert Pond:** Located inside the Cedar Swamp in the northern part of town, Newbert Pond drains into the Dead River. The pond is shallow and grassy and covers approximately 20 acres.

**Johnson Pond:** This is a natural spring-fed pond of about seven acres located near the crest of Appleton Ridge. The west end is a marsh, and the eastern end empties down the north side of Appleton Ridge into Pettengill Stream near the intersection of Guinea Ridge Road and Moose Carry Road.

**Pieri Pond:** A privately owned, man-made pond of about 10 acres located on the crest of Appleton Ridge near the Village, Pieri Pond is spring fed and empties on the north side of the Ridge into Pettengill Stream.

**Pettengill Stream Pond:** This pond was formed by the damming of Pettengill Stream near the intersection of Guinea Ridge Road and Moose Carry Road at what was formerly

known as Cutler's Mill. Originally a very large lake, it is now reduced in size to about 10 acres of open water, the remainder being a large wetland. The pond and neighboring wetlands support a large migrant population of waterfowl, as well as deer, beaver, and other wildlife.

### **Rivers and Streams**

**St. George River:** Originating in Liberty, the St. George River flows through Montville and Searsmont, to Appleton on the south side of Appleton Ridge, into Sennebec Pond, then through Union and Warren, where it enters tidewater. It was formerly dammed at North Appleton (Smith's Mill), and Appleton Village (McLain's Mill). At one time in the mid-1800s a canal paralleled stretches of the river from Warren to Searsmont. The river supports a healthy sport fishery and its valley is a haven for birds and animals. The river from Searsmont to Appleton Village is a popular canoeing route. For all of these features, the Maine Rivers Study rated the St. George as class AA - outstanding statewide significance.

**Pettengill Stream:** This stream originates near the Appleton-Searsmont line in the northeast portion of Appleton. It was formerly dammed near the intersection of Guinea Ridge Road and Moose Carry Road, forming a large lake. The dam is partially washed out, leaving a small area of open water and a large wetland of approximately 750 acres. The stream empties into the Medomak River in Union. There are three large beaver dams between Pettengill Stream Pond and the West Appleton Road.

**Medomak River:** Originating in Liberty, the river is still a small stream in the two-mile section of it that flows through the extreme western corner of Appleton. It is rated class B and recognized to be of regional significance for its ecological and anadromous fishery value.

**Dead River:** This quiet stream in West Appleton originates in Newbert Pond and the Cedar Swamp and flows north into the St. George River in Searsmont.

**Allen Brook:** The headwaters of this small stream lie in Hope and the northeast section of Appleton. The brook was dammed many years ago to form the Sherman's Mill Pond. It empties into the northeast part of Sennebec Pond.

**Miller Stream:** An important upper tributary of the Medomak River, this small stream originates in a pond near the southwest corner of the Cedar Swamp. It flows west through some wetlands on the west side of the Collinstown Road, then turns south to join the Medomak River just southwest of the Appleton-Washington town line.

### **Wetlands**

Wetlands play a number of important roles including water quality buffering, water discharge and recharge, shoreline stabilization, nutrient and sediment retention, flood flow alteration and control, habitat for a wide variety of plant and animal species, and recreational opportunities. See the Water Resources Map (page 137) for the locations of wetlands in Appleton. The town's principal wetlands are described below.

**Cedar Swamp (also known as Appleton Bog):** This is an area nearly three miles long and averaging nearly a half mile in width, located in the northern quadrant of Appleton. It contains the northernmost stand of Atlantic White Cedar (*Chamaecyparis thyoides*) in the country. The Nature Conservancy owns a significant portion of the swamp. Newbert Pond is located near the middle of the swamp, where the Dead River begins. A small

open area known as "The Pool", located on the southern edge of the swamp, harbors many unusual and interesting plant species that are found only in northern bogs.

**Pettengill Stream and Pond Complex:** The second largest wetland in Appleton abuts the Pettengill Stream. It covers an area of about 750 acres on the western side of Appleton Ridge, running from the Searsmont line to the old dam southeast of the intersection of Guinea Ridge Road and Moose Carry Road. This huge marsh is a haven for waterfowl, beaver, deer, and other wildlife. The area follows the stream for a distance of four miles with an average width of 1500 feet. This wetland is still an almost untouched wilderness. The Pettengill broadens into a second, smaller wetland about three quarters of a mile downstream from the dam, and this marsh extends nearly to the Union line.

**St. George River between Appleton Village and Sennebec Pond:** This wetland covers about 140 acres. It is more heavily populated and is less remote than others mentioned in this section. Nonetheless, this wetland is extremely important for migratory waterfowl, particularly in the spring. It is a beautiful section of river and merits serious protection from encroachment, especially from the direction of Sennebec Pond.

**St. George River from North Appleton to Appleton Village:** The third largest wetland in Appleton lies along the middle third of the St. George River and covers approximately 400 acres. The river winds in a serpentine fashion through this wetland and what appears to be an untouched part of pristine Maine. The area supports many species of migratory waterfowl and other birds, as well as deer and other wildlife.

**St. George River between Searsmont and North Appleton:** This is a small wetland of approximately 40 acres. It supports a fairly large beaver population along several small feeder streams and is a haven for deer and other wildlife. The beaver receive heavy trapping pressure.

**Upper end of Sherman's Mill Pond:** Two beaver dams form a wetland of about 50 acres at the upper end of Sherman's Mill Pond. This wetland is relatively inaccessible, even by canoe, and supports a variety of wildlife.

**Allen Brook upstream from Sennebec Pond:** This small wetland is close to many camps and dwellings. It may be difficult to protect because of this proximity.

**Harriet Brook upstream from Collinstown Road:** This wetland, of unknown acreage, contains important wildlife habitat, and helps to buffer part of the Cedar Swamp.

### **Surface Water Protection**

Appleton's surface water is protected through local regulations including shoreland zoning, subdivision ordinance, site plan, plumbing code, floodplain management ordinance and the mining ordinance. Surface water protection at the State level encompasses the Site Location Law, Public Water Supply Regulation, the Natural Resource Protection Act, Hazardous Law, and Underground Storage Tank Regulation. Protection at the federal level consists of Wetlands Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

### **Floodplains**

Floodplains are areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is their ability to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the

channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains serve as wildlife habitats, open space and outdoor recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive development on floodplains and flood prone areas can increase the severity of floods and cause flooding of previously unaffected areas, and so should be avoided. The major consequence of intensive development in floodplains and flood prone areas is widespread property damage and loss of life that results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, and water contamination from toxic and hazardous materials.

Appleton participates in the Flood Insurance Program, and its flood protection consists of a Floodplain Management Ordinance. See the FIRM (Floodplain Insurance Rate Map) available at the Town Office for the location of floodplains. Special flood hazard areas are inundated by 100-year floods (less than a one percent chance of being equaled or exceeded in a given year and include most shoreland and wetland areas.

Appleton has adopted Shoreland Zoning Standards, as required by the State Mandatory Shoreland Zoning Act. This ordinance serves to protect lakeshores by restricting building to reduce flood damage.

### **Ground Water Resources**

Three sand and gravel aquifers lie in part or in whole within the town's boundaries. See the map titled Water Resources for the locations of the two significant aquifers, which yield 10-50 gallons per minute. A minor aquifer is located just south of the town center and directly under the former town dump. The edges of two major aquifers cross over the town boundaries from Washington and Liberty (see the Water Resources Map, Page 137). Other aquifers probably exist but they have not been located. All household water is obtained from drilled and dug wells or springs. Appleton has no municipal water supply. As with most municipalities, Appleton's water resources are under increasing threat from contamination. There are no known point sources (direct discharge) of contamination, but several non-point sources exist. For example, there were three underground petroleum storage tanks in town at one time. One tank has leaked in the past, contaminating a residential drinking water supply. The old town dump may contain hazardous materials that could eventually find their way into ground water unless contained.

Residential discharges constitute a significant threat to Appleton's water resources, with malfunctioning septic systems the major problem area. The failure to properly dispose of hazardous and toxic materials (e.g. used motor oil and anti-freeze) can threaten local ground and surface waters.

Logging operations have a more visible impact. Heavy equipment operations in wet areas have compacted soils. Increased siltation of surface waters occurs when heavy equipment destroys gravel road culverts or transports logs across streambeds.

Car repair garages generate toxic and hazardous wastes, particularly fluids. The Department of Environmental Protection generally does not regulate small garages, as the amount of waste they generate is small.

Agricultural chemicals used for crop production and forest management can pollute ground water supplies even when properly applied. While many chemicals break down quickly in sunlight or in the upper levels of the soil, others break down very slowly and

may leach into groundwater. Misuse of such chemicals by homeowners has become more of a concern in recent times. While farmers and foresters generally receive training in chemical application safety, some homeowners may not read the cautionary label on the chemical container.

### **Analysis of Water Resources**

Current water supply and, to a lesser extent, sewage disposal systems seem adequate for the ten year planning period. However, concentration of development in certain areas, or the location of high-density housing (e.g. mobile home parks) could necessitate the installation of a water and community wastewater or sewer infrastructure. The Planning Board prior to approval of a development should carefully consider the costs of installing and maintaining such systems and the issue of who will pay for them.

The various wetlands found in Appleton merit increased protection, in particular the Cedar Swamp, the Pettengill Stream and Sherman's Mill Pond. Right now, they enjoy little protection from abuse or development in spite of the numerous benefits the town derives from them (hunting, fishing, tourism, water storage [flood mitigation], etc.). The presence of rare species of plant and aquatic life within the town's wetlands (see Critical Habitats section) also justifies increased protection.

Appleton's large surface waters already suffer from some pollution. Upstream controls require a cooperative effort with the towns of Liberty, Montville and Searsmont. Three water bodies: the St. George River, Sennebec Pond and the Medomak River, require protection through inter-municipal agreements. Should this not be feasible, the town could act through the St. George River Land Trust and the Medomak Valley Land Trust to protect its interests.

The protection of the Pettengill Stream is the responsibility of the town and its inhabitants. While currently in a relatively pristine state for most of its length, the stream and its large associated wetlands are highly vulnerable to disturbance. Even limited development could have a negative impact on the entire area.

### **Water Resources Summary**

Ample rainfall and hilly topography with considerable forest cover provide Appleton with plenty of clean, free flowing brooks and streams. In addition, the lowlands along nearly all of the major waterways frequently broaden into wetlands whose alders, swamp maples and marshes abound with wild birds and give cover for many species of animals. These wetlands are also natural sponges for floodwaters and help assure year-round flows in our streams while helping to charge the underground sources of so much of our drinking water. In short, Appleton's water is its greatest resource and thus warrants the protection such treasure deserves.

### **Forest Resources**

Prior to colonial settlement, Appleton lands were covered by forests and forested wetlands. Many "King's Arrow" pines were cut from the area in colonial times. During its logging heyday the town supported at least eight sawmills and stave mills. As the population grew the forest disappeared, and by the late 1800s Appleton's land had been largely converted to pasture and orchards.

Nature is resilient. As people moved away, trees reforested the area, and much of Appleton is again forested with a variety of hardwood and coniferous species, including

Eastern White Pine (*Pinus strobus*), Red Maple (*Acer rubrum*) and Red Oak (*Quercus rubra*).

See the Land Cover Map, Page 138, for the areas and amounts of forested land. Based on 1995 satellite imagery, almost 67% of Appleton is forested. This equals approximately 14,267.7 acres. Table 10-3 shows the types of forested land in Appleton.

**Table 10-3 Forested Land in Appleton**

<b>Forest Categories</b>	<b>Acres</b>	<b>Square Miles</b>	<b>%</b>
Upland Deciduous	3,977.3	6.2	27.9
Upland Scrub/Shrub	2,111.8	3.3	14.8
Upland Mixed	6,327.8	9.9	44.3
Upland Coniferous	1,850.8	2.9	13.0
Total Forested (Rounded)	14,267.7	22.3	100.0

*Source: NOAA: Landsat Thematic Mapper*

Note: Totals and percentages affected by rounding

The town owns 298 acres of forestland in five separate parcels, three of which are located in the relatively undisturbed Pettengill Stream/Guinea Ridge/Cedar Swamp ecosystem complex.

At least three rare and threatened plant species find refuge in Appleton's woodlands (for details, see the Critical Habitats section of this Section). The best-known is Atlantic White Cedar, found in the Cedar Swamp. This is the northernmost population of the species in its native habitat. Not surprisingly, the other two species are also found in wetland habitats. Their continued existence depends on a strong commitment of stewardship on the part of Appleton's landowners.

Many woodlot owners harvest their mature trees on a regular basis for extra income, supplying several local mills with raw materials and providing local loggers with regular employment. Appleton's forests provide raw material for sawmills in Knox and Waldo Counties, as well as for pulp and specialty mills further a-field. Several persons directly employed in the forest products industry live in town. They and their families depend to some extent on the continuing viability of Appleton's forests for their livelihood.

The forestland of Appleton provides much more than economic value. Many residents and tourists derive satisfaction simply from seeing forests from the many viewpoints in town as well as from observing the various forms of life within them. Without forests to provide cover for wildlife, there would be no hunting, an activity that provides sustenance to many residents as well as attracting many hunters from away (who contribute significantly to the local economy). While providing some forage for certain wildlife species, large clear cuts have a tendency to fragment populations of plants and animals dependent on forested habitats, thereby reducing reproductive opportunities (hence genetic diversity). Many species of plants and animals also require mature forests to complete at least part of their life cycles. Most importantly, the forest serves as a vast buffer system, absorbing rain and snow, filtering it, and releasing it in controlled quantities. Without its forests, Appleton would be a very unattractive place to live.

Much of Appleton's soils is classified as moderately to highly productive in terms of wood production (e.g. Tunbridge, Lyman, Peru, Marlow, and Boothbay series) and could yield significant outputs of wood on a sustainable basis if managed properly. However, some soils cannot support commercial forestry operations, therefore, timber should only

be harvested during certain times of the year. While the Maine Forest Practices Act addresses very large clear-cut, it does not address to any extent issues of logging on steep slopes, fragile soils, and in wetlands, nor does it address the question of maintaining biological diversity. Certain areas, such as the Cedar Swamp, have other values (e.g. scientific, recreational, etc.) or legal restrictions that would preclude their use as commercial forest.

The "selection harvest method" is a silvicultural system in which individual trees or small groups of trees are harvested with minimal damage to the residual forest. Trees with poor form or those that are likely to die before the next harvest are cut, while the most valuable and vigorous trees are left to develop. The selection harvest method, when properly practiced, can yield regular income from a woodlot. It can also perpetuate forest cover and provide a healthy forest for one's heirs.

Fifty-one parcels totaling 1,663 acres in Appleton were classified under the State Tree Growth Program in 2003. The Maine Forest Service surveys and regulates timber-harvesting activities. Table 10-4 shows such activities in Appleton for 12 years.

**Table 10-4 Summary of Timber Harvesting in Appleton**

Year	Selection Method (acres)	Shelterwood (acres)	Clear cut (acres)	Total (acres)	Change of land use (acres)	Number of harvests
1991	165	0	2	167	0	5
1992	239	0	18	257	0	10
1993	399	0	436	835	20	13
1994	328	0	57	385	0	9
1995	484	20	42	546	12	12
1996	429	126	46	601	1	15
1997	459	0	0	459	0	14
1998	477	0	0	477	0	16
1999	181	65	0	246	2	16
2000	394	0	0	394	0	16
2001	452	70	0	522	4	13
2002	175	74	6	255	0	8
Totals	4,182	355	607	5,144	39	147

*Source: Maine Department of Conservation, Maine Forest Service, 2003*

The forest resources of Appleton have come under increasing threat in the past decade. Not all forest landowners have a sense of stewardship for their land and clear-cut large tracts with little regard for regeneration or soil protection. Such practices constitute the greatest threat to the viability of Appleton's forests as biological reservoirs and as a sustainable economic resource.

Appleton's forests are a microcosm of what is happening in the State. While some woodland owners manage their properties very well, others, through lack of either information or design, have mismanaged their land. Some woodland owners do not manage their land at all, preferring to let Nature take her course. Some forests are highly productive, and will continue to be so if properly managed. Other woodlands, particularly those classified as forested wetlands, serve important ecosystem protection roles that exceed their value as resource production areas. Appleton also has an important responsibility in the protection of at least three rare plant species that occur in its forestlands.

Forest management is a long-term responsibility. Our acts today will bear heavily on the kind of land future generations will inherit from us. In formulating its forest policy, the following questions and their consequences should be considered.

How does the town value its forests? For recreation, timber, wildlife, etc., and in what mix?

How can the town encourage better management of its forests so as to maintain or improve the forest products sector's share of Appleton's economy?

Should soils rated highly-productive for timber production be protected from non-forestry related development? What measures other than Tree Growth classification would protect these forests? Will Tree Growth classification alone suffice to protect the forests?

What measures could the town take to ensure the protection of forested wetlands, particularly those with significant value as wildlife and/or rare species habitat?

If the town permits unregulated development of its forestlands, are residents prepared to pay the costs of rural fire protection, including improved roads and permanent water supplies? Are they willing to bear the loss of economic and other benefits of productive forests as previously discussed?

### **Soil Resources**

Soils define in large measure an area's biological and agricultural productivity and potential as well as its development potential. Soil is not a renewable resource. Therefore, its management and protection merit serious consideration by its current users. Soil types in Appleton are shown on the following:

1. Hydric Soils Map, Page 134, (soils that are wet long enough to periodically produce anaerobic conditions, thereby influencing the growth of plants)
2. Prime Farmland Soils Map (as defined by the USDA and State), Page 133.
3. Soils Suitable for Low Density Development Map (i.e., dependent on septic systems) Page 135.

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. Prime farmland is a limited strategic resource. No more of it is being created.

For a complete description of these and other soils found in Appleton, refer to the "Soil Survey of Knox and Lincoln Counties Maine", a Natural Resources Conservation Service (NRCS) publication available at the USDA office in Warren free and at the Appleton Town Office.

### **Soil Rating for Development**

The NRCS has also developed a rating system that ranks different soil types according to their potential for development. According to this ranking system, more than 35% of Appleton's soils have "medium" development potential. Soils ranked "low to very low" occupy just over 46% of the area; and one soil type ranked "high" and "very high" (including Tunbridge-Lyman Fine Sandy Loam) covers more than 15% of the town.

**Table 10-5 Appleton Soil Suitability for Low Density Development  
(Dependent on septic systems\*)**

Soil Ratings	Acres	Square Miles	%
High to Very High Potential	3330.99	5.20	15.6%
Medium Potential	7539.53	11.78	35.3%
Low to Very Low Potential	9873.96	15.43	46.3%
Not rated	606.71	0.95	2.8%
Total	21351.19	33.36	100.0%

Source: USDA-NRCS

Note: \*Septic systems are defined as subsurface wastewater disposal systems with the capacity of processing 270 gallons per day of effluent.

Some explanation regarding the ranking system is in order. First, it must be emphasized that most of the soils found in Appleton present some sort of constraint to development, and that the ratings serve only as a guide. Second, the soil ratings should not be considered apart from other factors, such as slope, wetland classification, shoreland zoning, and so on. Third, knowledge of a particular soil's rating does not do away with the need for individual site analyses.

Analysis of Appleton's soils presents a fundamental dilemma. The best soils for development are generally those that have high values for other uses, such as agriculture and forestry, or are located in areas with high values for wildlife habitat, watershed protection, and scenic views (e.g. Appleton Ridge). Location of housing developments (or incremental individual housing construction) or commercial areas would generally preclude these other uses. The town may want to decide how best to allocate such lands between these competing uses.

The lack of large areas of "highly-developable" soils dictates the need for low housing densities in Appleton. Very few areas are suitable for high-density development without the installation of central sewage disposal systems or community wastewater systems, described in the Housing Section.

It is worth reiterating that soil characteristics alone are not sufficient for evaluating a given site's suitability for development. All other factors: slope, proximity and character of water resources, wetlands and wildlife habitat, resource protection areas, scenic views and so on, must be considered when identifying residential and commercial development areas in the town.

### **Critical Habitats**

See the Critical Habitat Map, Page 136, for the location of wildlife, animal and plant habitats in Appleton. Critical habitats can be classified into one of the three categories described below.

**Essential Wildlife Habitats** are defined as areas currently or historically providing physical or biological features essential to the conservation of an endangered or threatened species in Maine, and which may require special management considerations. Examples of areas that could qualify for designation are nest sites or important feeding areas. For some species, protection of these kinds of habitats is vital to preventing further decline or achieving recovery goals. Activities of private landowners are not affected by Essential Habitat designation, unless they require a state or municipal permit, or are funded or carried out by a state agency or municipality. Yellow Lampmussel and Upland Sandpiper areas are examples of essential wildlife habitats in Appleton.

**Significant Wildlife Habitats** are defined as areas with species appearing on the official state or federal lists of endangered or threatened animal species; high and moderate value deer wintering areas and travel corridors; high and moderate value waterfowl and wading bird habitats. These include nesting and feeding areas; critical spawning and nursery areas for Atlantic salmon; shorebird nesting, feeding and staging areas and seabird nesting islands as defined by; and significant vernal pools as defined. Deer Wintering and Waterfowl/Wading areas are examples of significant wildlife habitats found in Appleton

**Focus Areas of Statewide Ecological Significance** are defined by the Maine Department of Conservation as areas with habitats worth protecting but not necessarily containing endangered species. Cedar Swamp, and Pettengill Swamp are such focus areas in Appleton

As noted above in the Wetlands section of this Section, Cedar Swamp, and Pettengill Swamp are two wetlands separated by a narrow upland ridge and the St. George River. Cedar Swamp flows northward into the St. George River via Harriet Brook and the Dead River. Witcher Swamp, in Searsmont, flows southward into the St. George River. Most of Pettengill Swamp appears to drain southward into the Medomak River. The proximity of the three large wetlands, and their combined habitat diversity, suggest that they may be viewed as one large conservation entity. In addition, because these wetlands function in part as headwaters of the St. George River, this area also provides flood and water quality protection for the St. George River. The plant and animal habitats of the two wetlands in Appleton are described below.

Cedar Swamp (Appleton Bog) is the northernmost occurrence of an Atlantic white cedar swamp, and it is one of the largest Atlantic white cedar swamps in the state. The site contains three pure stands of Atlantic white cedar as well as red maple swamp, un-patterned fen, and other wetland types that are part of an approximately 1,000 acre wetland complex. Newbert Pond, a 30-acre kidney-shaped pond, and the location of an historic pondweed, is embedded within the wetland complex.

The Atlantic White Cedar, once widely distributed along the Atlantic coast from Maine to Florida, is now uncommon to rare in New England. The Cedar Swamp itself is a rare natural community and it is especially prized because it has suffered little disturbance. The presence of a rare pondweed (*Potamogeton conferoides*) that reportedly grows in Newbert Pond (within the boundaries of the Critical Area) adds to the significance of the Cedar Swamp. This pondweed is found in only four other locations in the state. Its seeds provide an important food source for migratory waterfowl.

The Pettengill Swamp/Whitney Bog complex is a 1,100-acre peatland that occupies a broad valley at a watershed divide. The northern part of the complex, Whitney Bog, is adjacent to and drains into the St. George River, while the southern part, Pettengill Swamp, drains southward into the Medomak River. In aggregation, this un-patterned fen ecosystem contains multiple types: red maple woodland fen, dwarf shrub bog, tussock sedge meadow, shrub fen dominated by sweet gale and meadowsweet, and black spruce bog.

Bogs serve a noteworthy ecological function, acting as a sponge to collect, absorb and purify runoff water. They are also a unique and fragile ecosystem, extremely sensitive to disturbance. Species that occur at the limits of their range, such as the Atlantic White Cedar, along with their ecosystems, have immense value as study sites and as indicators of environmental change.

Table 10-6 lists the rare species found in the Cedar Swamp and Pettengill/Whitney Bog complex.

**Table 10-6 Rare Species/Natural Communities Summary**

Common Name -Scientific Name	State Status	Global Rank	State Rank	Habitat Description
<b>Natural Communities</b>				
Atlantic White Cedar Swamp		G3	S2	Cedar Swamp
Red Maple Swamp		Not ranked	S5	Cedar Swamp
Un-patterned Fen		Not ranked	S4	Cedar Swamp
Un-patterned Fen		Not ranked	S4	Pettengill Stream
<b>Rare Plants</b>				
Michaux's blue-eyed grass - Sisyrinchium mucronatum	SC	G5	S2	meadows, fields, open woods
Pondweed –Potamogeton confervoides	SC	G3-G4	S3	ponds, shallow lakes
<b>Rare Animals</b>				
Upland sandpiper -Bartramia longicauda	T	G5	S3	open fields
Ebony bog-haunter -Williamsonia fletcheri	SC	G3-G4	S3?	acidic fens and wet bogs
Squawfoot -Strophitis undulatus	SC	G5	S?	streams and rivers

*Source: Maine Department of Conservation*

<b>State Rarity Ranks</b>	
<b>S1</b>	Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.
<b>S2</b>	Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
<b>S3</b>	Rare in Maine (on the order of 20-100 occurrences).
<b>S4</b>	Apparently, secure in Maine.
<b>S5</b>	<b>Demonstrably secure in Maine.</b>
<b>SH</b>	Occurred historically in Maine, and could be rediscovered; not known to have been extirpated.
<b>SU</b>	Possibly in peril in Maine, but status uncertain; need more information.
<b>SX</b>	Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine)

<b>Global Rarity Ranks</b>	
<b>G1</b>	Critically imperiled globally because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.
<b>G2</b>	Globally imperiled due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
<b>G3</b>	Globally rare (on the order of 20 - 100 occurrences).
<b>G4</b>	Apparently secure globally.
<b>G5</b>	Demonstrably secure globally.
<b>Note: The Nature Conservancy determines global ranks.</b>	

<b>State Legal Status</b>	
Note: State legal status is according to 5 M.R.S.A./13076-13079, which mandates the Department of Conservation to produce and biennially update the official list of Maine's endangered and threatened plants. The list is derived by a technical advisory committee of botanists who use data in the Natural Areas Program's database to recommend status changes to the Department of Conservation.	
<b>E</b>	<b>ENDANGERED:</b> Rare and in danger of being lost from the state in the foreseeable future; or federally listed as Endangered.
<b>T</b>	<b>THREATENED:</b> Rare and, with further decline, could become endangered; or federally listed as Endangered.
<b>SC</b>	<b>SPECIAL CONCERN:</b> Rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.
<b>PE</b>	<b>POSSIBLY EXTIRPATED:</b> Not known to currently exist in Maine; not field verified (or documented) in Maine over the past 20 years.
<b>Federal Status</b>	
<b>LE</b>	Listed as Endangered at the national level.
<b>LT</b>	Listed as Threatened at the national level.

While the Cedar Swamp is widely recognized for its resource value and vulnerability to disturbance, a good portion of it currently enjoys no legal protection. Ownership of the area is largely in private hands although a parcel is owned by The Nature Conservancy. See the Public Facilities Map, Page 132, for the location of this conservation area.

Appleton is also the home of a rare freshwater mussel, the swollen wedge mussel (*Alasmidonta varicosa*), found in the St. George River near North Appleton and identified by Maine's Natural Heritage Program. Freshwater mussels serve an important role in aquatic systems and are an indicator of overall water quality. The St. George River is also noted for its ample supply of freshwater fish such as large and small mouth bass, brown trout, brook trout and pickerel. As such it is rated as a high value river for fisheries and attests to its current good water quality. Pollution and watershed disturbances that cause siltation are the major threats to freshwater fauna and protection efforts must therefore extend beyond the towns boundaries.

Maine's Department of Inland Fisheries and Wildlife (DIFW) has also mapped and rated several areas as significant wildlife habitat, including seven deer wintering yards. See the Critical Habitat Map, Page 136, for the location of wildlife habitats. In fact, any of the large undisturbed areas, but especially those surrounding wetlands, have great value as prime wildlife habitat. Many wildlife species, birds as well as mammals, require large and diverse territories to provide adequate year-round feed, cover and breeding grounds. Appleton's forests currently shelter a healthy diversity of large and small animals. Loss of

species diversity can have untold effects, including the overabundance of certain 'pest' species. It is worth keeping in mind, then, that fragmentation of territory and habitat disturbance are the principal causes of species decline.

Money for state acquisition for protection of the bog could be available through federal Land and Water Conservation Fund appropriations.

In 1973, Congress passed the Endangered Species Act to protect rare, threatened or endangered plant and animal species. The value and importance of these species is not always understood, and there has been much debate over this issue.

Species become rare or endangered for a variety of reasons, some of which are more obvious than others. In most cases, the decline or disappearance of a species, whether gradual or abrupt, acts as an indicator of overall environmental health or a change in environmental conditions. For example, the recent decline of many eastern songbirds led biologists to more fully recognize the extent of tropical rainforest destruction in the birds' wintering ranges. The disappearance of certain freshwater aquatic species provided important information in the identification of the problems of acid rain.

The continued existence of rare species and their natural habitats helps us to monitor present environmental conditions and also provides an important link to understand the past and changes that have since taken place. Many plant and animal species hold as yet undiscovered economic benefits for man in the form of medicines, food stuffs or industrial additives. Perhaps most important, however, is the support which each individual species contributes to the structure of a complex web of plant and animal populations and their interactions. It is this web that provides the essential support for all life; eliminating even a single strand weakens the total structure and eventually can have terrible consequences.

Wetlands provide important stopover points for migratory waterfowl in addition to offering nesting grounds for year-round and summer residents. They also serve an essential and often overlooked function as watershed protectors in allowing for ground and surface water recharge, water purification, nutrient processing and flood control. At a time when the number of wetlands and waterfowl habitat has been drastically reduced on a national level, Appleton's undisturbed wetlands with their surrounding mature forests gain increasing importance.

While the enacted shoreland zoning ordinance offers some protection to wetlands and therefore the species that frequent them, it does not guard against fragmentation of habitat. Along with the forested wetlands of the Cedar Swamp, the Pettengill Stream watershed (including the Pettengill Bog), the Mill Pond, and the section of the St. George River from SR 105 in North Appleton to the Village center all merit significant protection efforts.

Encroaching development, which chips away both at the edges and in the interior of Appleton's large natural areas, threatens to disturb the integrity of these areas. Without careful management, this fragmentation will greatly reduce not only the current natural value of these large parcels but also their long-term viability. As previously discussed, disruption and destruction of significant wildlife habitat areas will result in, among other things, decreased abundance and diversity of wildlife species. This, in turn, could adversely affect hunting, fishing and the enjoyment of other outdoor recreational activities. Disturbances that increase sedimentation of wetlands will significantly inhibit

their ability to provide essential watershed protection functions for people and animals alike. Threats to wetlands and surrounding upland forested areas include both commercial and residential development, road and driveway construction and unseasonable or unsound logging activities.

Ideally, several large tracts of land could be set aside to remain undisturbed by residential or commercial development. These undisturbed areas could include those Critical Natural Areas as designated by the state, which would enjoy special protection and be designated as limited use. Certain portions of the protected areas could also be managed as a wildlife refuge. Other areas within the 'protected zone' could be designated for resource production (i.e. timber harvesting) and/or recreational use.

Realistically, the best method of protecting natural resources in perpetuity is to acquire ownership or to encourage owners to grant conservation easements for the concerned properties. In the absence of monies for such acquisitions, or perhaps while purchase is being negotiated, preventative actions through education and regulation should be pursued to reduce threats to wetlands, significant wildlife habitat, scenic areas, or other priority protection areas.

### **Mineral Resources**

History and recent findings indicate that Appleton's lands do contain mineral deposits. They include limestone, zinc, lead and copper in addition to sand and gravel. Only sand, gravel, and flat rocks are mined on a commercial basis now.

Several limestone quarries existed in North Appleton during the 1800s. A limekiln operated at this time on the Peabody Road. As limestone has value in both the agricultural sector and the construction industry, these deposits may again become viable for exploitation.

The southeastern portion of Appleton (generally southeast of Allen Brook) apparently contains deposits of zinc, lead and copper. In the 1960s several residents leased the mineral rights to their properties in this area. No exploitation occurred, and these leases have expired.

At least three sand and gravel pits currently operate in Appleton. Undeveloped gravel deposits exist in other parts of town, including West Appleton. Sand and gravel deposits are prime locations for aquifers. One aquifer in the center of town suffered severe depletion from sand and gravel extraction in the past.

The Bucksport Formation's metamorphic gneiss constitutes Guinea Ridge's bedrock. Stones from this area make excellent stone walls.

Appleton's mineral ore resources are not of major importance. At current prices, it is cheaper to mine and refine many mineral ores in developing countries and ship them to the U.S. than to mine them in this country. Any mining development that might occur in the area would also have to pass through a permitting process that increases the up-front cost of an operation. Requirements for site restoration, when enforced, also increase the cost of an operation.

The only way for a mining operation to be 'economical' is for the mine operator to avoid as many costs as possible by passing them on to local residents or imposing them on the environment. These costs include, but are not limited to the following:

- a. burdens on municipal infrastructure, particularly roads;

- b. the social impacts of the "boom and bust" nature of mining, including unemployment, crime, large fluctuations in school populations and population displacements;
- c. ground and surface water pollution from refining and tailings, air pollution from dust, and noise pollution from machinery;
- d. reclamation of mined land for alternative uses (mined land is never truly restored).

Proposed mineral ore extraction operations in the towns of Union, Warren, and Washington have generated much controversy. Appleton has been under pressure by the mining industry to exploit gravel and flat rock deposits in ecologically sensitive areas. The town has three flat rock quarries and eight gravel pits. Much of the product is trucked to coastal communities for landscaping. Appleton is concerned about the effects of mining on ecology and quality of life for residents. Accordingly, in 2002 the town adopted a mining ordinance that regulates mining operations that attempts to balance associated costs and benefits in order to protect the health and safety of residents, as well as the value of their land.

### **Scenic Areas**

Among numerous scenic areas in town, the Appleton Ridge Road has been recognized by the state for its scenic value and is listed in its Natural Areas Inventory. The Ridge, which extends across town from the northeast to the southwest, is prized both for its own natural beauty and for the spectacular views it affords of the St. George River valley and hills and valleys to the west. It receives a great deal of local and tourist traffic for these reasons: Patrick Mountain is visible to the west, Hogback and Frye Mountains to the north, the Camden Hills (Megunticook, Mt. Battie, Ragged Mountain, Pleasant Mountain, Spruce Mountain) to the southeast, and Acadia National Park to the east.

### **Natural Resources Summary**

Almost 67% of Appleton is forested, 18% is wetlands/open water and almost 14% is grassland/cultivated. Cedar Swamp (about 1,000 acres) and Pettengill Swamp (about 750 acres) function in part as headwaters of and provide flood and water quality protection for the Medomak River. Cedar Swamp has the northernmost occurrence of an Atlantic White Cedar swamp. The town currently offers protection of its natural resources with locally adopted shoreland zoning, floodplain management, site plan review, subdivision, and mining ordinances. These ordinances will be updated as needed to be consistent with the requirements of state and federal regulations. The town will continue to cooperate with the many local and regional organizations working to protect the natural resources within and surrounding Appleton, including the Georges River Land Trust and the Medomak Valley Land Trust. Regional efforts should focus on aquifer protection, watershed protection, and land conservation. Performance standards for aquifer and surface water protection are to be included in the land use ordinance and provided when applicable to neighboring communities.

### **Issues of concern for Topography**

1. There is a lack of attention to existing topographical constraints during road, driveway and home siting that increases environmental damage and safety hazards.

2. Planners must consider the need to preserve flatter lands for agricultural use, while also ensuring adequate protection for areas with steep slopes.

### **Issues of Concern for Water Resources**

1. Surface water is subject to pollution, much of which is unintentional, from homes, farms, fields, roads, mills, and other sources. The critical importance of individual action to eliminate or alleviate this casual pollution should be stressed at every opportunity.
2. Pettengill Stream and Pond Complex is still an almost untouched wilderness and every effort should be made to preserve and protect it from future development and encroachment.
3. The health of our most important waterway, the St. George River, depends as much on our neighbors upstream as it does on the people of Appleton; and for the same reason, we have an obligation to our downstream neighbors. Regional cooperation with regard to the river is essential.
4. Recent growth trends demonstrate Appleton's attraction as a nice place to live. Unrestricted development, especially along our beautiful ponds and streams, should be discouraged.
5. Since protection of water resources is a long-term effort, their protection, maintenance and restoration should be a part of every child's education, and should be incorporated into the school curriculum.
6. Development and other activities (i.e. subdivisions, logging, and sewage disposal) may have adverse effects on water quality, wetlands viability and wildlife habitat. Every effort should be made to protect vulnerable resources and otherwise educate townspeople about stewardship of our water resources.

### **Issues of Concern for Soil Resources**

1. The best soils for agriculture and forestry are also the most "highly developable" soils. Development and forestry and agriculture are highly incompatible land uses.
2. Development on unsuitable soils may cause serious erosion and/or water pollution due to inadequate septic systems.
3. High-density development may be especially unsuitable in many areas of town without the creation of expensive municipal infrastructure or other costly engineering.
4. Logging operations utilizing heavy equipment on soils subject to compaction or on wet soils will often permanently or indefinitely damage the productive capacity of these soils.

### **Issues of Concern for Critical Habitats**

1. Fragmentation and disruption of significant wildlife habitats with resulting loss of species diversity.
2. Disturbances to wetland areas and surrounding uplands that reduce function as watershed protection.
3. Loss or disruption of scenic views (and public access to them) would decrease the quality of life in Appleton.

4. The local extinction of rare species is possible through thoughtless actions of landowners and others. Protection of habitats containing rare species should be actively pursued.

### **Issues of concern for Mineral Resources**

1. Mining activities have a deleterious effect on the local and regional environment.
2. The environmental costs of mining are rarely factored into economic analyses of the activity, thereby exaggerating the economic benefits obtained.
3. Restoration of a site following mining has never been a major concern of mining companies.
4. The social costs of mining are generally ignored.

### **Goal**

Protect, preserve and manage natural resources by continuing to educate residents, consult with natural resource agencies, survey, enforce and update local land use ordinances as needed to protect the health and safety of residents, maintain consistency with state and federal requirements, and adequately protect resources that support the local economy without threatening critical habitats, residents, or property values.

### **Policies**

1. Create incentives for large landowners, farmers, and woodlot managers to maintain the integrity of their holdings and protect them from development.
2. Continue to protect the town's critical natural resources, including wildlife and fisheries habitat, shoreland, scenic vistas, and unique natural areas.
3. Continue to safeguard the town's agricultural and forest resources from development that threatens those resources.
4. Continue to protect rare or endangered plants and animal species, their habitats and rare natural communities, from development which threatens those habitats, and to ensure that no species of plant or animal currently found in Appleton is made locally extinct by habitat destruction, overexploitation or other avoidable causes.
5. Continue to protect and improve the quality and manage the quantity of the town's water resources, including lakes, aquifers, great ponds, wetlands and rivers.
6. Consider establishing an ecological preserve and recovery area, constituting at minimum the Cedar Swamp (with buffer), part of Guinea Ridge, and the environs of Pettengill Stream, and consisting of at least 5,000 acres, from incompatible development and resource extraction.
7. Encourage no further destruction of significant wetlands (i.e. >10 acres), including forested wetlands, and to permit no net loss of wetlands within the town.
8. Prevent destruction of the town's environment due to mineral extraction.

## **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Encourage conservation easements on large tracts of open space within subdivisions. (Planning Board) - *Ongoing*
2. Educate large landowners about the potential tax benefits associated with donations of property or conservation easements to various non-profit land trusts, including the Georges River Land Trust and the Medomak Valley Land Trust. (Planning Board) - *Ongoing*
3. Create protection agreements with towns sharing the Town's known aquifers, wetlands and watersheds. Priorities include maintaining and/or improving the water quality, fisheries and scenic beauty of the St. George River system and obtaining public access rights to Sennebec Pond. (Selectmen) - *Immediate*
4. Update the current shoreland zoning, floodplain management, and other ordinances, as needed, to protect interior wetlands and identify district types for currently undesignated shoreland districts. (Ordinance Committee, Selectmen, Town Meeting) - *Immediate*
5. Ensure compliance with the U.S. Clean Water Acts, the Maine Natural Resources Protection Act, and the town's shoreland zoning ordinance through education and enforcement. (Planning Board, CEO) - *Ongoing*
6. Identify existing uses that threaten ground and surface water resources, monitor them on a regular basis, and require clean-up and/or mitigation where necessary. Take measures to reduce salt pollution from roads and phosphate pollution from fields, roads and residences. (Conservation Commission) - *Ongoing*
7. Identify existing faulty septic systems; encourage landowners to take advantage of cost share programs to bring systems up to code. (CEO) - *Ongoing*
8. Educate landowners about the State Forest Practices Act and Best Management Practices guidelines and encourage compliance with the Act. (Conservation Commission, CEO) - *Ongoing*
9. Place particular emphasis on encouraging landowners to place their land in Farm and Open Space Protection and/or Tree Growth classification. (Selectmen, Planning Board) - *Ongoing*
10. Ensure compliance with the Endangered Species Act of the United States and the Maine Endangered Species Act. (Maine DEP, CEO) - *Ongoing*
11. Establish a liaison between landowners and the various land protection organizations currently active in the area. (The Nature Conservancy, George's River Land Trust, Medomak Valley Land Trust, etc.) - *Ongoing*
12. Educate landowners within the designated natural resource areas as to the importance of this area and the severe negative impacts of even minor disturbances. (Conservation Commission) - *Ongoing*

13. Educate appropriate landowners and townspeople in general about the benefits and importance of wetlands and activities that are compatible or non-compatible with their presence. (Conservation Commission) - *Ongoing*
14. Continue enforcement of Mining Ordinance, review annually to ensure its adequacy to effectively regulate mining. (Ordinance Committee, Selectmen) - *Ongoing and Long term*

Note: The Planning Board and CEO will carry out all requirements as laid out in future ordinances as described in the policies and recommendation sections after being approved and enacted by the townspeople at Town Meeting.

## **Section 11 Recreational Resources**

### **Introduction**

This Section covers what is currently available as recreational resources to the Appleton community, what concerns and opportunities exist and need to be addressed, and the goals, policies, and strategies for providing, promoting, and protecting the recreational resources of Appleton.

### **Current Recreational Resources**

**Natural Recreation Resources** - The town of Appleton lies in an area that is rich in natural resources that lend themselves well to many types of recreation for a wide range of people. This is the cornerstone of recreational resources for the community. The natural resources of the area offer involvement at both active and passive levels. (More in-depth descriptions of each area are available in the Natural Resources section of this document.)

**St. George River (also known as Georges River)** - The river runs through the eastern side of town and provides opportunities for fishing, canoeing, hunting, and nature walks. The river flows into Sennebec Pond. There is public access to the river in North Appleton on SR105 where the State Department of Inland Fisheries & Wildlife owns a strip of land on the south side of the road with parking. There is also public access in the village for a short distance above and below the bridge on the east bank. Just south of the bridge in the village is a spot on the east side of the river called the Swimming Hole where children used to swim. It is rarely used for that purpose today.

**Sennebec Pond** - A portion of this large pond is in Appleton. It offers many recreational opportunities year round but there is no public access to the Appleton section of the pond at this time. There is a section on SR131 that lies in Union where access is available but it is privately owned.

**Appleton Ridge** - Rising above the village to a height of about 600 feet is the highest elevation in the town. Offering scenic views and open spaces, there are no public areas for community use.

**Pieri Pond** - A privately owned area on the ridge, it is used by some for swimming and picnicking. Johnson Pond is a beautiful area and the Johnson Pond Trail and Guinea Ridge Road are both used by ATVs, snowmobiles, skiers, and hikers.

**The Mill Pond on Sleepy Hollow Road** - A beautiful area with opportunities for fishing in both winter and summer, it is also used for skating in winter, canoeing and bird watching. The existing access site is located on private land.

**The Medomak River and Pettengill Stream** - Both west of Appleton Ridge, these offer attractive areas for fishing, hunting, canoeing, nature walks, horseback riding, and cross-country skiing. The town owns several parcels of forest land that are used by hunters, hikers, and other outdoors people.

**Scenic Areas** - Much of the whole town of Appleton is considered a scenic area. Every turn of the road offers one spectacular view after another - hills, rivers, forests, ponds, fields, farmlands, and more. The view from the Appleton Ridge has been identified and listed in the state's Natural Areas Inventory. SR 105 and 131 cross the area and gently

curve through the countryside and hills. SR131 is part of the Georges River Scenic Byway.

Some specific scenic areas are Appleton Ridge, Sennebec Pond, and the St. George River. (These are described in detail in the Natural Resources Section of this plan.)

**Public Recreation Sites** - Appleton offers a few recreational facilities that are available to the public. These include:

**Appleton Village School** - The playground and fields are open to the public. There is also a gym that is used by various groups as a meeting place for sports and exercise.

**Public Park** - A small public park across the road from the Town Hall provides a children's community garden, gazebo, picnic tables, parking, and access to the St. George River. This is the future site of the new building to house the Mildred Stevens Williams Memorial Library. Across the street and below the Town Hall is a small piece of open land that runs down to the St. Georges River.

**Mildred Stevens Williams Memorial Library** – A private lending library located on Sennebec Rd with over 6500 volumes; book group; onsite computers with internet access; children's story hour; summer reading program. The library is currently in the process of raising funds for the construction for a new library building on the same parcel of land across from the Town Hall where the Children's Garden is located. By vote at the Town Meeting in June, this parcel is being deeded to the library.

**Appleton Historical Society** – meetings are held monthly at the Town Hall and at the Union Meeting House when weather permits. The society owns and maintains the Union Meeting House on Sennebec Rd and stores many of its artifacts there. Genealogical records are available for research at the Mildred Stevens Williams Memorial Library.

**Appleton Town Hall** - The Town Hall has space for activities and events. Currently a dance teacher rents the space for a weekly dance class.

**Appleton Volunteer Fire Department** - The Appleton Volunteer Fire Department has a meeting room that is currently home to the Trailmakers Snowmobile Club meetings.

**Private Recreation Sites** - There are some privately owned recreational areas that are available for community use either as an organized affair or by individuals.

- The little league has use of a privately owned field on Appleton Ridge.
- The Riehl Hunting Lodge is located in West Appleton and serves a considerable number of clients each year.
- Sennebec Lake Campground and Lodge is located on SR 131 and offers use of the beach area to Appleton residents for a small fee.
- The Trailmakers Snowmobile Club maintains a number of trails through the town that connect with trails from other communities. The snowmobile registration fees paid in Appleton are returned to the club to help with trail making and maintenance. Cross-county skiers, horseback riders, and hikers also use the trails. A great opportunity exists for expanding and promoting this network of trails for use by Appleton residents and visitors to the area.

**Regional Recreation** - The mid-coast area of Maine offers a multitude of natural public and private recreational opportunities for its communities and visitors. The following are some selected regional recreational resources available in the areas surrounding Appleton:

1. Camden Hills State Park - 30 miles of hiking trails with access from five major trailheads; a 112 site camping area includes flush toilets and hot showers; picnic area; rocky shoreline.
2. Camden Snow Bowl and Ragged Mountain Recreational Area, Camden - Ski area offering 10 trails with 3 lifts (1-chair, 2 T-bars). Skiing lessons and equipment rentals are available. Other features include a tube sliding area, a racing program and a toboggan chute. The Snow Bowl is the home of the US National Toboggan Championship Races. Hiking and other activities are available in the off-season.
3. Damariscotta Lake State Park, Jefferson - 17 acres; sand beach swimming area with a lifeguard; a group use shelter and playing field; changing rooms; drinking water; picnic tables and grills; small playground.
4. Farnsworth Art Museum, Rockland - Contemporary art of Maine's sea and shore including a collection of N.C., Andrew and Jamie Wyeth works.
5. Goose River Golf Club, Rockport - Nine holes, 3049/3096 yd, par 36/35. Season: May-November.
6. Lake St. George State Park, Liberty - Open May 15 to October 1; 38 camping sites, showers and flush toilets; swimming area with lifeguard; fishing and hiking; boat and canoe rentals available.
7. Liberty Historical Society - Old Octagonal Post Office (1867) has all of its original equipment and houses the historical society; open Saturdays in the summer.
8. Merryspring Nature Park, Camden – The park offers walking trails and horticultural area with organized programs and events year round.
9. Mid-coast Recreation Center, Rockport - Ice skating arena (September-May) and indoor tennis.
10. Montpelier, Thomaston - Replica of original 1793 home built by General Henry Knox, US Secretary of War in George Washington's cabinet; open June through October.
11. Owls Head Transportation Museum - Landmark; operating collection of World War I era aircraft, automobiles, motorcycles, bicycles, and carriages; air shows and rallies of classic autos, foreign autos, trucks, tractors, commercial vehicles, and military vehicles most summer and fall weekends; several aerobatic shows each summer.
12. Riding Center at Mount Pleasant Farm, Union – Offers boarding, trail riding, children's day camp, and riding lessons.
13. Shore Village Museum, Rockland Gateway Museum, Maine's Lighthouse Museum, Rockland - Largest collection of lighthouse artifacts on display in U. S. Marine exhibits; open daily June through mid-October.
14. True Park, Hope – Park contains a baseball field; basketball court; soccer field, playground, and walking path.
15. Union Historical Society - UHS owns two historic buildings, the Robbins House which it shares with the Vose Library and the Old Town House which may be rented for special occasions; houses many local artifacts at the Robbins House; sponsors programs and self-guided tours to historic sites; publications for sale; monthly meetings for members.

## **Events**

Another aspect of recreational resources are events and activities that are hosted by towns to provide opportunities for community involvement and recreation (as well as local revenue). The mid-coast area offers an array of public and private events that provide many recreation opportunities. The town of Appleton does not host any specific events at this time.

## **Summary**

The natural resources of Appleton provide numerous recreational opportunities for residents as well as visitors to the area. However, much of the open space is not accessible to the public. Traditionally, local attitudes have been that unimproved land is often seen as a shared resource, (e.g. for hunting, hiking, etc.) and though privately owned, the land can be used by the residents because everyone knows everybody else. This notion is changing as new people join the community and/or more and more residents restrict the use of their land. Therefore, the amount of public access provided to town owned lands becomes increasingly important to residents.

There are very limited municipal and/or private recreational facilities and/or sponsored events. The lack of recreational activities and events sponsored by the town limits community involvement. However, the surrounding communities offer numerous natural, public, and private recreational resources and events. It is becoming increasingly evident that recreation in Appleton is a singular activity, privately organized, or must involve travel to another community to partake. In order to develop a larger sense of community and additional outlets for recreation, more needs to be done to involve the town in establishing community driven events and activities that would have low impact on the town's resources.

Appleton townspeople emphatically want to retain the town's rural and natural settings. Its natural beauty is the cornerstone to its recreational resources. It may be threatened by mismanagement of lands and waters, increased and higher speed traffic, vandalism, sprawl, fragmentation of land parcels, pollution, and high impact recreational activities. It is important for us all to have respect for our natural resources, learn more about taking care of the land and waters we have within our town borders, practice low impact recreation, and put it all into action to preserve these treasures for the future.

## **Issues of Concern**

1. Lack of town-owned land for public recreational use, especially surface water access.
2. Growing amount of residents restricting their land to informal public access.
3. Vandalism to and lack of courtesy for natural and structural resources.
4. Unauthorized use of private and public areas by off-road vehicles and other high impact recreational activities.
5. Fragmentation of land holdings due to growth and/or development.
6. Lack of providing stricter enforcement of the existing laws for the protection of natural resources and recreational facilities.
7. Loss of scenic views due to mismanagement and/or development of open fields and forests

8. Growing amounts of traffic and speeding vehicles (especially large trucks in both cases) on SR 131 and SR 105 and other town roads create noise and other pollutants that detract from and potentially harm the natural beauty of the area.
9. Possibility of impact from influx of outsiders when town sponsored events and activities draw a crowd.

### **Goals and Policies**

1. Restore, protect, and preserve existing recreational resources.
2. Educate and encourage recreational resource users (townspeople, schoolchildren, visitors) to take individual responsibility in preserving and maintaining Appleton's natural resources.
3. Support recreational opportunities that give preference to low impact use and expansion of recreational resources.
4. Adoption of greater conservation and preservation practices and policies.
5. Strict enforcement of the laws that exist to protect these resources.
6. Preserve open spaces and rural qualities for recreational use and scenic value.
7. Encourage landowners to keep existing fields mown and practice sound silvicultural forestry.
8. Expand the amount of town-owned land that allows public access for low impact recreational purposes.
9. Greater enforcement of speed limits and vehicle restrictions on town roads.
10. Encourage and create appropriate town centered activities and events that provide opportunities for community involvement.

### **Recommendations/Implementation Strategies**

Note - Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities upon the adoption of this Comprehensive Plan; *immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; *long term* is assigned for strategies to be addressed within ten years.

1. Encourage recreational opportunities that increase public access to fields, forests, and surface water by funding purchases of land by the town and improvements to existing town-owned lands. (Selectmen) - *Immediate*
2. Give preference to low impact activities when developing opportunities for recreational events. (appropriate committees) - *Ongoing*
3. Encourage the preservation of open space for recreational use as directed by the Land Use section of this plan. (Ordinance Committee, Planning Board, Town Meeting) - *Immediate*
4. Encourage the restoration, preservation, development, and proper management of natural and structural recreation resources and facilities. (Selectmen, appropriate Committees) - *Ongoing*
5. Encourage greater interaction with law enforcement providers and the town to provide greater enforcement of existing laws protecting recreational resources, speed limits, and vehicle restrictions on town roads. (Selectmen, Sheriff's Office) - *Ongoing*

6. Establish a relationship between local government, committees, and citizens to manage the process of educating and encouraging recreational resource users (townspeople, schoolchildren, visitors) to take individual responsibility in preserving and maintaining Appleton's natural resources. (Selectmen, Conservation Commission, Town Meeting) - *Ongoing*

Note: The Greenville Chamber of Commerce and the Bureau of Parks and Recreation have a successful program for educating recreational users about respect for private land.

7. Establish a relationship between local government, private landowners, and recreational clubs to explore the development of a town sponsored network of trails for public use based on the existing trails already in use by a limited number of townspeople. (Could be set up like the foot paths of England that are on private lands but available for public use.). (Selectmen, appropriate Boards and Committees, interested clubs and citizens) - *Immediate*
8. Develop and/or sponsor town oriented events and activities that provides recreation and promotes community involvement. (Selectmen, appropriate Committees) - *Ongoing*

## **Section 12 Land Use**

### **Introduction**

Growth and change are inevitable processes in any community. However, experience shows that planning for the future allows for protection of those aspects of a community that are the most valued and often the most taken for granted. As with many inland communities in Maine, people move to Appleton because of its peaceful, rural character and relatively low land prices. Yet this population influx threatens the very qualities of the town that make it appealing. Preparing and planning for growth can allow for the protection of rural character and values, can prevent unsightly sprawl, can provide for the most efficient use of public services and can avoid unnecessary increases in costs and services.

The inventory and analysis of current land use practices is an essential step in developing a comprehensive plan for any community. The land use inventory, in conjunction with the current land use and land cover maps, and maps showing natural resource constraints, can be used to understand development trends, to identify potential problem areas, and to determine areas most suitable for future residential and commercial development.

### **Historical Perspective**

Appleton was incorporated as a town in 1829. During the lumber boom of the 1850s it reached its peak population of 1,727 residents. Community centers grew up around mills along the waterways that provided transportation routes for goods produced in the area. Other businesses flourished along with the mills, including cooper shops, blacksmiths, and millineries. The largest of these settlements was in the present village area. Other population centers developed in North Appleton and Burkettville. Small family farms were spread throughout the town.

In the 1930s the population fell to an all-time low of 574. Economic hard times and a change of transportation systems demonstrated that Appleton's location, its poor soils and steep slopes could not compete with more agriculturally productive and centrally located areas. The role of agriculture has thus decreased. Second growth trees have taken over former fields and farms. Logging also holds less importance than it once did for the local economy. Fewer residents now make their living from the land, and most go out of town to earn their living. Thus, Appleton has become more of a residential community and less of a resource production area.

The 1970s brought a new influx of people to Appleton, increasing the population by over thirty percent. This trend continued through the 1980s, 1990s and to the present day. Over the past ten years, many of the community's gathering places have been lost. General stores in Appleton have closed. Post Office branches in the Appleton Village Center, West Appleton and Burkettville have closed. The loss of these stores and post offices has not only hindered the provision of goods and services to residents, but has more importantly damaged the sense and function of community. Five remaining unofficial gathering places exist: the Appleton Village School, the Appleton Library, the Medomak Valley Grange, the Town Hall, and Burkettville General Store. The library board has put together a committee with the goal of building a new library, not simply to provide library services, but also to provide another community meeting facility in the

Village Area. Although Appleton's population is increasing, local services have dwindled; regional service centers in larger communities have grown.

### **Appleton Village Area**

An area of concern is the lack of a "village center" for the community. As noted above, many of the town's gathering places have gradually been lost as small general stores and post offices have closed. The Appleton village area (the area within about ¼ of a mile from the Town Hall), has historically been one of the centers of town. However, in many ways it does not serve the community as it could in being a vital center.

In this location there is the Town Hall, a sand shed, the firehouse, a new library to come, the Historical Society building, and the Baptist Church (on route 131). The houses and other buildings tend to be closer together in this area, and there is a flavor of historic Appleton in the architecture of many of the buildings. In the past, this area has had several stores, a post office, the town school, and even a small hotel. It once served the community as more of a village center than it does today.

In the 2004 survey, some residents commented about the lack of a store in Appleton village, and also expressed a desire to see more of a functioning village center for the townspeople. Presumably, this interest is based not only on the convenience of a store, but more importantly on how the Town Hall, a new library, and possibly a store could give the town a center and a sense of community. Residents often comment that they don't know what is going on in town because there is not common, central place where people typically gather or see one another, or even post notices that will be seen by most residents.

The following actions can be taken to help make Appleton village area more of a viable village center for the community:

1. Support the new library.
2. Improve or expand community facilities and programs for activities such as public education, entertainment, meetings, a farmers' market, etc.
3. Consider some form of initiative for the conservation, protection, and/or restoration of structures or areas of historic significance.
4. Consider some form of architectural review for new public buildings and facilities to help protect the traditional flavor of the village area.
5. Consider initiating conservation measures to protect and enhance the St. George River corridor in the Appleton village area.
6. Consider improving opportunities for parking and walkways in the village area.
7. Encourage the establishment and operation of a store in the village area.

### **Land Cover**

Land Cover is described in the Natural Resources Section in detail. Because of its importance to land use, Table 10-7 is repeated here as well. See the Land Cover Map, Page 138, for the location of these areas.

**Table 12-8 Town of Appleton Land Cover**

Land Cover	Acreage	Square Miles	%
Forest	14,267.7	22.3	67
Grassland/Cultivated	2,957.4	4.6	14
Wetlands/Open Water	3,853.0	6.0	18
Developed	244.2	0.4	1
Bare Ground	31.4	0.0	0
Total (Rounded)	21,354	33.4	100

*Source: NOAA: Landsat Thematic Mapper*

*Notes: Totals affected by rounding*

## **Residential Development**

Residential development in Appleton continues to be concentrated in three large rural neighborhoods: the village area, North Appleton and Burkettville. Homes tend to occupy smaller parcels of land in these areas. Away from the more densely populated areas, the older farms and many of the newer houses are located along main roads. In recent years, the number of new homes along main roads has increased and many of the back roads are experiencing development. There are still large sections of town with little or no development, most notably the northern corner. Much of this area is wetland with few suitable access roads.

Development and escalating real estate prices in the mid-coastal communities have caused increased development pressure in the smaller inland towns. To date, most residential development in Appleton has been single-family homes on individual lots.

For residential development, the Town of Appleton has ordinances regulating subdivisions (both major and minor), mobile home parks, manufactured housing, shoreland zoning, and minimum lot size, setbacks and road frontage requirements. See the section on current town land use regulations and ordinances later in this section. In the recent past the majority of new construction in Appleton has been on single individual lots, therefore, this type of development has had the greatest impact on Appleton's growth. Current ordinances require a one-acre minimum lot size throughout town for single-family development. A major subdivision of more than four parcels requires a five-acre minimum lot size.

Census data from 1980 to 2000 indicates that the number of housing units town wide increased an average of 2.2% per year. By 2015, housing units may total between 667 and 726. Building permit records for the past ten-year period show the distribution of housing types for new construction. Affordable housing in the form of manufactured housing (double and singlewides mobile homes) has constituted about 40% of total housing permits issued since 1993.

See the Housing Section for a detailed description of housing patterns and resident concerns.

## **Commercial Land Use**

Appleton does not have a large commercial base. Most working residents commute to larger urban centers for jobs and major shopping. Local businesses do provide some basic services. Home occupations constitute the most significant group of local businesses. These are scattered throughout town. Some constitute the sole livelihood for their operators while others provide supplemental income. A wide variety of activities are

conducted as home occupations. See the Economy Section table 4-9 for a description and listing of local employers and businesses.

All new commercial or industrial projects must satisfy the requirements of the Site Plan Review for Commercial Development Ordinance overseen by the Planning Board. There is no local review of home occupation activities.

### **Public and Tax Exempt Land**

There are a number of publicly owned and tax-exempt lands in town. The town itself owns five parcels of primarily forested lands encompassing 298 acres. These were obtained through tax foreclosures. Two parcels are located in West Appleton, one parcel along Pettengill Stream and two parcels along Collinstown Road.

Other municipal properties include the town office, the Fire Department and the Appleton Village School. Tax-exempt lands include the Appleton Baptist Church, the Mildred Stevens Williams Memorial Library, the Union Meeting House, the Medomak Valley Grange in Burkettville, The Nature Conservancy property in the Cedar Swamp (approximately 950 acres) and several parks within the Village area.

### **Forested Lands**

Most of Appleton's land (about 67%) is forested. In 2003, 51 parcels were classified under the Tree Growth Tax Program covering 1,663.3 acres.

Four general types of forest management activities take place in town:

1. Individual landowners who harvest small amounts each year for personal firewood and lumber needs.
2. Individual landowners who hire a commercial logger to harvest marketable timber.
3. Commercial landowners who harvest timber on a rotation schedule. There are four or five managing approximately 250 acres.
4. People who buy land for the short term then harvest the timber and often subdivide to resell lots as home sites.

### **Agricultural Lands**

There are currently 27 working farms in Appleton, including a dairy farm, blueberry farms, sheep and cattle farms, and other "niche" farms. 8 produce blueberries, 6 produce hay, 5 are cattle farms, 1 is a dairy farm (goats), 2 are equestrian centers, 3 are horticultural centers and 2 serve as market gardens, selling crops at a farm stand or farmers market. Many other townspeople raise animals and tend gardens for subsistence and pleasure. Most blueberry lands are located on top of Appleton Ridge, while other agricultural activities are scattered throughout town.

In 2003, seven parcels have a total of 195.43 acres committed to the Farmland Protection Tax Program. This state program, similar to the Tree Growth Tax Program, allows landowners who are committed to earning an income from farming for at least a five-year period to have their land assessed at current use value rather than a higher market value.

Both commercial and personal agricultural activities play an important role in maintaining the rural character of the town. Farming provides principal and supplemental income for landowners as well as supplying farm products to the community on a small scale. Farming is important not only to the history of the town and the local economy, but also in allowing people to provide for themselves.

Appleton soils rated high or suitable for agriculture are often the same soils that are best suited for construction and septic systems. It is essential that substantial acreage of the good soils be preserved in parcels large enough to be economically worked as farms in order to provide and allow for future production needs. Once farmland is lost to development it is difficult, if not impossible, to return that land to production.

Open space itself is an attribute whether or not it is actively producing agricultural or forestry products. Studies have shown that new tax revenues resulting from increased residential development do not adequately cover the costs of the necessary increase in services such as road maintenance, education, and solid waste disposal. Maintenance of farmland and open space, including forestlands, however, acts to stabilize local tax rate. Viewed in this light, it is in the best interests of the townspeople as a whole to preserve working farms and open space.

Appleton is fortunate to have large tracts of relatively undisturbed lands such as the Cedar Swamp and Pettengill Stream watershed (refer to the Natural Resources Section). Although there is considerable development on the shores of Sennebec Pond, large areas of undeveloped shoreline remain. Few areas such as these still exist close to coastal population centers.

Appleton's farmlands, forests, and wild lands combine to form the basis of its rural landscape. Its panoramic views have received state and local recognition as important scenic areas. The townspeople should place priority on the importance of these unique natural features and identify what steps residents should take to ensure their preservation.

### **Existing Town Land Use Regulations and Ordinances**

Appleton has the following land use ordinances, many of which have been adopted or amended since the 1992 Comprehensive Plan. See the Existing Land Use Map, Page 139, for shoreland zones.

1. **Addressing Ordinance:** The purpose of this ordinance is to enhance the easy and rapid location of properties for the delivery of public safety and emergency, postal delivery, and business delivery.
2. **Building Permit Regulations:** Adopted to ensure safe construction, protect neighbors and natural resources, and to facilitate equitable tax assessment.
3. **Floodplain Management Plan:** Adopted to provide homeowners access to floodplain insurance, to improve the limited construction that does occur in flood prone areas, which reduces reconstruction costs and public services/aid needed.
4. **Hazardous Waste Ordinance:** Prohibits the transportation, disposal, or storage of hazardous wastes within the boundaries of the town.
5. **Lot Specification Ordinance:** Adopted to preserve residential character, minimum lot size town wide set at one acre, with a 150-foot minimum road frontage on a public street or subdivision road but not on private driveways or rights of way, and setback and height restrictions.
6. **Manufactured Housing and Mobile Home Park Ordinance:** Adopted to establish minimum standards for the placement of manufactured housing and mobile homes within parks and to assure a safe and healthful environment for residents of mobile home parks.
7. **Mining Ordinance:** Adopted to adequately protect residents, their homes, and environmental resources from mining operations.

8. **Planning Board (Administrative) Ordinance:** Adopted to ensure due process rights of applicants and residents and to ensure a timely review of development proposals.
9. **Road Entrance Permit:** Adopted to ensure that private roads accessing town ways have adequate sight distance and drainage in order to protect the safety of motorists.
10. **Shoreland Zoning Ordinance:** Amended to comply with state requirements and to protect surface waters from pollution.
11. **Site Plan Review for Commercial Development Ordinance:** Adopted to minimize the negative impact of commercial development on nearby residential development, traffic, public services/facilities, and on natural resources.
12. **Subdivision Ordinance:** Amended to comply with state requirements and allow for better sited subdivisions that reduce negative impacts on neighbors and on the environment, minimum lot size for major subdivisions set at five acres.
13. **Wireless Telecommunications Ordinance:** Adopted to ensure that such towers are safely installed on sites that do not significantly impact the town in a negative manner.

See the ordinances themselves for their specific provisions. The ordinances are available at town hall or on the town's website.

### **Issues of Concern**

In the planning process, Appleton residents must find ways to accommodate inevitable future growth and changes without sacrificing the land as a living resource. While some of the once populated areas are again being developed, most of the optimal house sites have long been built upon and maintained as residences. As residential and population growth increases, more houses are built in previously undeveloped areas. With increased residential growth, farms, fields and forests may be irreversibly transformed into house lots.

Appleton's geography, with its steep slopes, shallow and rocky soils and extensive wetlands, is poorly suited for high-density development. To protect soil and water quality it is imperative that future development is sensitive to the land's physical constraints. Property owners and residents will ultimately determine the future of Appleton's land, how it will be used, cared for and valued.

To obtain guidance from Appleton residents regarding their wishes for the town's future, the Comprehensive Plan Committee distributed a survey concerning local land use issues in 2004.

Of the 248 residents who completed the survey, preserving the town's rural character and protecting its natural resources ranked as their highest priorities. Preserving agricultural land and large tracts of undeveloped forestlands were also ranked high as priorities. Most respondents indicated their appreciation for the quality of rural life, the beauty of the area and the quiet. Most residents indicated concern over solid waste disposal options for the town. For a more detailed review of the survey results, please refer to the Survey Results Section.

The results of this 2004 survey, opinions expressed at public meetings, and hours of discussion contributed to the development of future land use concerns for Appleton residents:

1. Continued and unregulated residential development can or will:
  - (a) result in loss of productive agricultural and forest lands
  - (b) interrupt scenic views
  - (c) change the rural character of town
  - (d) fragment and therefore disturb or destroy prime wildlife habitat areas;
  - (e) have adverse effects on water quality through increased runoff from new roads, driveways, septic systems and yards
  - (f) create traffic hazards due to increased numbers of access routes (drives) and increased traffic
  - (g) result in increased noise levels and therefore loss of quiet.
2. There are few physically suitable areas in town for concentrating future growth. In many areas of town both residential and commercial development must overcome many natural (physical) constraints so as not to adversely affect water quality, etc.
3. The existing one-acre minimum lot size throughout town is incompatible with residents' expressed desire to preserve the town's rural character. Lot size and frontage requirements alone will not prevent sprawl but must be used in combination with other methods for preserving open space.
4. While several state and local regulations exist, they are only effective when they are enforced. In many cases, it is the public's responsibility to ensure enforcement of certain activities. Increased development also places increased demands on the Code Enforcement Officer's time. To meet these demands, the town may need to expand his hours. In addition, to address the complexity of certain situations, a multi-disciplinary review team may be required, consisting of some or all of the following town officers: road commissioner, town forester, planning board members, code enforcement officer and selectmen.
5. State environmental protection laws may not provide adequate regulation of home occupations.
6. The survey showed that mobile home parks should be limited to a specific area of town.

### **Managing Land Use**

The Maine State Land Use Planning and Regulation Act of Maine requires the identification of growth and rural areas within municipalities that are growing in population. The designation of growth areas is intended to encourage development in places most suitable for such growth and away from places where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural areas is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses. A Comprehensive Plan is not a Land Use Ordinance, but it can serve as the legal foundation of current and

future Land Use Ordinances. In the future the establishment of districts may be recommended but they would be subject to a vote at Town Meeting.

The proposed land use districts described below do not identify specific parcels or areas needed to accommodate predicted growth and development. Only detailed site-specific analysis, working in direct consultation with property owners, can determine the precise location of proposed districts. This Comprehensive Plan has not assessed landowners' desires to sell their land for development, to develop it themselves, or to leave it undeveloped.

The land use districts proposed as Appleton's growth and rural areas are illustrated on the Proposed Land Use Map, Page 142, in Appendix A of this document.

### **Existing Shore Land Zones**

The existing Shore Land Zones as set in the Appleton Shore Land Zoning Ordinance protect natural resources by limiting residential and commercial uses in the applicable shore land areas. Accordingly, no amendments to the Shore Land Zones are proposed in this plan. A survey of un-forested wetlands could be conducted to determine if further regulation is required to protect these areas from inappropriate development.

### **Current Rural Mixed Use Area**

Rural areas include agricultural land, forested lands, scenic areas, open space land uses, and low-density residential development.

1. The existing town ordinances are intended to preserve the rural character of the town, to protect agricultural and forestry uses, to preserve open spaces, and single-family residential dwellings.
2. The minimum lot size is 1.0 acres (43,560 sq. ft.). To maintain the rural character in this area, larger lot sizes could be encouraged. Frontage requirements are 150 feet.
3. The town could consider open space subdivisions. An open space subdivision is a subdivision in which, if the developer provides dedicated permanent open space, the lot sizes may be reduced below those normally required but at or above state minimum lot size requirements. Open space may or may not be publicly accessible.
4. Agricultural and commercial forestry operations are encouraged, as well as limited business uses including small-scale service, Bed and Breakfasts, home occupations and other small-scale, low impact retail establishments. Quarries and gravel pits are prohibited from certain environmentally sensitive areas. Development regulations should encourage residential development to occur on existing or recently constructed roads.
5. Traffic control is consistent with the Maine Department of Transportation (MDOT) Access Management Standards. Permitting and enforcement of entrances and driveways on state aid roadways is done by MDOT. Permitting and enforcement of entrances and driveways on town roads is done by the town.

### **Conservation Area**

1. The conservation areas will include land owned by the State of Maine, the Town of Appleton, a land trust, or held in public or private conservation easement and already designated as resource-protected wetlands, forest, farmland or open-space

- protected areas, Critical Habitat Areas, or as natural areas to be preserved for public recreation.
2. Development within this area is strictly limited to uses allowed under the applicable state and federal regulations and easement provisions. No new residential or commercial development generally is allowed, though modest educational and/or recreational facilities are appropriate and allowed within these areas in accordance with the terms of individual conservation easements.

### **Impact Fees**

Land use ordinances include provisions for the collection of impact fees, as allowed by Maine's impact fee statute, Title 30-A MRSA, §4354, as amended. The Town may assess impact fees from applicants if the expansion of a public facility and/or service is necessary and caused by the proposed development. The fees charged must be based on the costs of the new facility/service apportioned to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time. Fees may be collected for the following, as well as for other facilities and services not listed below:

- Solid waste facilities
- Fire protection facilities
- Roads and traffic control devices
- Parks and other open space or recreational areas
- Waste water collection and treatment facilities
- Municipal water facilities
- Public Services, in general, including educational facilities

### **Phasing/Growth Caps**

Land use ordinances may be amended to include a provision for growth caps or the phasing of proposed subdivisions to minimize potential undue fiscal impacts on town facilities and services.

### **General Recommendations for Amending Land Use Ordinances**

Land use regulations should be kept to the minimum necessary to achieve the goals of the Comprehensive Plan and to reduce the number of non-conforming properties. The Comprehensive Plan should not impose burdensome requirements on the everyday activities of the town's residents. Likewise, the Plan should not create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety.

In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards as set forth by state law. In addition, it is essential that land use ordinances be consistent with the recommendations of the Comprehensive Plan. The Comprehensive Plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The residents of Appleton have identified several specific needs and concerns that will be addressed in land use ordinances. Land use ordinances may be amended to: (1) create a more user-friendly application and permitting process; (2) assign more responsibility to

code enforcement for review and approval; and (3) develop clearer and more consistent guidelines for obtaining approval.

### **Enforcement**

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) the education of residents as to the requirements of local and state regulations, and (2) provision for adequate hours for the code enforcement officer to ensure that compliance is taking place. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and support of the code enforcement department by management and elected officials.

### **Summary**

This Comprehensive Plan lays out a framework by which Appleton, over the next decade, can address issues of concern to residents. Some well thought out land use ordinance revisions may ultimately result, but they will each be subject to a vote at a future town meeting. Because this document is a plan, it will require revision to recognize new data, to respond to new trends, and to react to new realities. It is, therefore, only a starting point. If current development trends continue without appropriate land use regulations, Appleton could lose the character, natural resources, and rich heritage of our community. It should be remembered that this plan is not an ordinance, but a guide for Appleton's future. As such, it contains many recommendations. Any ordinance arising from the recommendations contained herein would require approval by a majority of the voters at a town meeting.

Successful implementation of the policies recommended in this plan will require the cooperation and increased participation of townspeople in their local government. Both existing and new committees will require participation by a broad segment of the town's population.

### **Goal**

To encourage orderly growth and development in appropriate areas of the community, while protecting rural character, making efficient use of public services and preventing development sprawl.

### **Policies**

1. Revise land use regulations as deemed appropriate by the will of the voters.
2. Ensure existing and proposed land use ordinances are consistent with the Comprehensive Plan.
3. Consider shared land use standards with neighboring communities.
4. Preserve Appleton's open spaces: agricultural land, fields, forests, unique natural areas, and wildlife habitat.
5. Ensure that future residential and commercial development has minimal visual and environmental impact; preserve the town's most valuable scenic views and skylines.
6. Maintain and encourage sustainable use (production) on Appleton's working farms and forests.

## **Recommendations/Implementation Strategies**

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Draft a Land Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan (see proposed land use paragraphs of this section). (Planning Board, Selectmen, Town Voters) - *Immediate*
2. Amend Subdivision Ordinance and Site Plan Review Ordinance consistent with the goals and guidelines of this Comprehensive Plan. (Planning Board, Selectmen, Town Voters) - *Immediate*
3. Provide neighboring communities with information on development, planning initiatives, or changes in land use ordinances, in order to solicit opinions and suggestions, and encourage neighboring communities to do the same. (Town Clerk) - *Ongoing*
4. Consider the establishment of a fund to assist in critical conservation purchases or stewardship endowments. At a minimum, the key rural assets identified will be made known to conservation organizations to guide their prioritization. (Selectmen, Town Voters) – *Immediate*
5. Consider the appointment of a Conservation Commission. (Selectmen). - *Immediate*
6. Study and consider the implementation of growth caps in the Subdivision Ordinance to minimize financial burden to the town. (Planning Board, Selectmen, Town Voters) - *Immediate*
7. Regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs, and the intent of the Comprehensive Plan. (Code Enforcement Officer, Local Plumbing Inspector, Planning Board, Selectmen) - *Ongoing*
8. Educate and encourage landowners to place their lands in Tree Growth, Farmland Protection and/or Open Space tax classifications. Inform landowners about programs, which assist with forest management costs, including cost sharing for management plans, woods roads development, thinning, pruning, and regeneration. Educate landowners (especially new ones) about existing town and state ordinances and permitting requirements; tighten enforcement of existing regulations. (Code Enforcement Officer, Local Plumbing Inspector, Maine Forestry Service, Planning Board) - *Ongoing*
9. List and prioritize special areas to be preserved due to their scenic beauty, agricultural value, wildlife habitat, etc. Aggressively pursue the establishment of conservation easements and other protection methods on priority properties. Areas of concern include Appleton Ridge (scenic and agricultural value), the entire St. George River-Sennebec Pond corridor, Pettengill Stream corridor, the northwestern quadrant of town that encompasses the Cedar Swamp, and the Mill Pond. (Conservation Commission, Selectmen) - *Long term*

10. Investigate and pursue all possibilities for protection of high priority areas (i.e. Cedar Swamp) including acquisition, conservation easements, etc. Conservation Commission should submit a report of their findings with their recommendations for action to the town after a period of three to six months. (Conservation Commission, Selectmen) - *Long term*
11. Investigate the development of a land use ordinance for residential and commercial development that requires preservation of open space to offset the effects of the developed land area. (Conservation Commission, Planning Board) – *(Ongoing)*
12. Investigate establishing a setback requirement (below the ridgeline) for Appleton Ridge properties in order to preserve scenic views. (Conservation Commission, Planning Board) - *Immediate*
13. Investigate the establishment of a scenic easement on Appleton Ridge, and provide incentives to landowners to maintain views. (Land Use Committee) - *Immediate*
14. Inventory the historically significant structures and areas in the Appleton Village area and make recommendations for possible initiatives for conservation and restoration. (Appleton Historical Society) – *Ongoing*
15. Consider some form of architectural review for new public buildings in the village area. (Planning Board) – *Ongoing*.
16. Consider developing a conservation plan to protect and enhance the St. George River corridor in the Appleton Village area. (Appleton Conservation Commission) - *Ongoing*.
17. Consider improving facilities for parking and walkways in the Appleton Village area. (Road Commissioner, Selectmen) – *Ongoing*.
18. Encourage the establishment and operation of a store in the village area. (Selectmen) – *Ongoing*.

## **Section 13 Regional Coordination**

### **Introduction**

While a comprehensive plan focuses on the major issues facing an individual town, the plan must also consider regional issues. Regional growth has impacted Appleton. With limited businesses and services, the town is dependent upon neighboring communities. Appleton is interrelated to area communities on such issues as economics, natural resources and social relationships. Realizing that Appleton is affected by and has an effect on neighboring and area municipalities, the town has identified several important issues and shared resources that will require a regional or inter-local approach to ensure their continued success. Principal regional issues from the preceding Sections are summarized here. See the individual Sections for more detail and for recommendations also known as implementation strategies.

### **Local Land Use Regulations**

Appleton is bordered by Searsmont to the northeast, Hope to the southeast, Union and Washington to the southwest, and Liberty to the northwest. The northwest and northeast borders of Appleton also mark the border between Knox and Waldo Counties. Of these surrounding municipalities, Hope, Searsmont, and Union have zoning beyond the shoreland areas. There are no apparent conflicts with the land use zones in the areas of surrounding towns that border Appleton

All lakes, great ponds, rivers, streams, brooks and the coastline in Maine are subject to shoreland zoning. Resource protection, stream protection and residential zones are designated in the shoreland zones of Appleton. There are four great ponds in Appleton, the largest of which include Sennebec Pond (shared with Union), Johnson Pond, Mill Pond, and Newbert Pond. Major rivers and streams include: St. George River, Medomak Stream, Allen Brook, Pettengill Stream, Harriet Brook, and Dead River.

The town's ability to protect identified environmentally sensitive areas is limited to those portions within the town's own boundaries. An area that is proposed in one community might conflict with a bordering area in another community. An example would be a resource protection/production district in one town that is abutted by a heavy industrial district in another community.

Due to the Land Use Planning and Regulation Act, and increased development, area communities are making tough choices and planning for their futures. It is important to remember that some decisions are not town specific, but will affect other communities. It is desirable for Appleton to contact its neighboring municipalities to find out what are their proposed districting plans. A dialogue could begin to mediate any potential differences. Continued contact between area planning boards could be one way to solve any future districting conflicts. See the Land Use Section for analysis and recommendations on these issues.

### **Water Resources**

In general, there are three main regional water resource issues facing Midcoast communities: ground water resources, shared watersheds, and the phosphorous concentration of lakes and ponds. See the Water Resources map, Page 137, to locate water resources.

Appleton shares major aquifers (areas of high ground water yield) with the neighboring communities of Liberty and Searsmont. Protection of ground water quality ought to be addressed through cooperation among municipal governments.

The St. George River begins in Liberty and flows through the towns of Montville and Searsmont before it reaches the Town of Appleton. This river runs through town and eventually empties into Sennebec Pond. The St. George River continues on the Union side of Sennebec Pond and after passing through Warren and Thomaston ultimately enters the Atlantic Ocean. The river is used by area canoeists, fishermen, trappers and others for recreational purposes. It is also a haven for migratory waterfowl and other birds, fish and wildlife.

The Pettengill Stream originates in Appleton and empties into the Medomak River in Union. A large wetland of approximately 750 acres abuts the Pettengill Stream. The marsh and stream are a haven for waterfowl, fish, beavers, deer and other wildlife.

Sennebec Pond lies on the Union - Appleton town border, with each town having approximately half (250 acres) of the surface area. This important body of water is used by residents from both towns and the surrounding area for recreational and aesthetic pleasures. It is also an important habitat for fish, birds and wildlife. The St. George River flows into and out of Sennebec Pond.

Storm water runoff anywhere in a watershed may affect water quality in rivers and their tributaries. A town may be affected by development in a portion of a watershed outside of its boundaries. The Town shares watersheds with all of the neighboring towns. Appleton might consider reviewing its own watershed protection measures, e.g. to incorporate standards into land use ordinances and coordinate those standards with neighboring towns.

The Maine Department of Environmental Protection does not have any mapped or unmapped discharges listed for Appleton, Hope and Union. If there are locally known discharges, state assistance to low-income homeowners to remedy such discharges and/or repair and replace failing wells or septic systems, is available through funding from DECD and MDEP.

See the Natural Resources Section for analysis and recommendations on these issues.

## **Regional Transportation Issues**

### **Roads**

As a community with mostly small-scale and home based business enterprises, there are limited employment opportunities and services. Thus many Appleton residents often travel to other communities for employment and shopping. Residents are on a daily basis affected by the condition of arterials and state collector roads, including SR 105 and SR 131, which pass through and link the town. It is important that Appleton represents its interests by continuing to participate in regional transportation planning efforts.

The Regional Transportation Advisory Committee produced a regional advisory report that prioritizes regional issues and concerns that Maine DOT ought to address in its project and maintenance schedules. The report can be requested from Maine DOT. While Appleton is not specifically mentioned in the report, issues of improving SR 131 are addressed.

### **Airports**

There are no airports in Appleton. See the Transportation Section for a list of regional airports.

### **Rail**

There are no rail lines in Appleton or active rail service in neighboring towns. Rockland and Thomaston have a rail line that services limited freight needs, including those of Dragon Cement, and intermittent seasonal tourist travel to Brunswick and Rockland, with connecting service to Portland and Boston. Depending on the cost effectiveness, year-round passenger service may become a long term objective of Maine DOT and those communities with rail lines.

See the Transportation Section for analysis and recommendations on these issues.

### **Shared Services**

Appleton shares services with adjoining towns in several ways.

### **Schools**

In 1998, the Appleton School Department joined with four adjoining towns to create the Five Town CSD of Appleton, Camden, Hope, Lincolnville, and Rockport. Before then Appleton tuitioned high school students to SAD 28. The CSD built the Camden Hills Regional High School. This new school has attracted a number of families to Appleton, since the town is one of the more affordable communities in the CSD. Between 2000 and 2001, the number of Kindergarten through 8<sup>th</sup> grade students in Appleton increased 7%. Appleton Village School is a public school operated by the Appleton School Department. The school provides for the education of pupils in grades K through 8. Appleton resident pupils in grades 9 - 12 attend the Camden Hills Regional High School.

### **Fire, Police, Ambulance Services and Animal Control**

Appleton has a volunteer fire department with state-certified firefighters and emergency medical technicians. However, the Town also relies on surrounding towns for mutual aid support for fire protection services. The State Police and the County Sheriff's office provide police protection. The Town contracts with Union Ambulance Service. Greater regional involvement in ambulance provision may be needed to maintain adequate service, as well as taking a more regional approach to disaster response planning. The Town shares contracted Animal Control with neighboring towns of Hope and Union.

### **Refuse and Recycling**

Solid waste disposal is one of the immediate issues, both on an environmental and fiscal level, facing communities today. Changes in state laws have made it very difficult and expensive for municipalities to continue to use or create new landfills. Municipalities have relatively few options available to them and existing options are significantly more expensive.

Appleton utilizes Tri-County Solid Waste Management Organization (TCSWMO) for solid waste disposal and recycling services. This organization consists of the towns of Appleton, Liberty, Union, Somerville, Palermo and Washington. The increase in the cost of solid waste disposal is expected to continue in the short term, as there are few viable inexpensive alternatives. Additionally, Appleton has seen its solid waste stream grow as the number of residences has increased as well as from construction/demolition sources.

Recycling is one option available to municipalities that has the potential of decreasing solid waste disposal costs. The Tri-County Solid Waste Organization has a recycling facility along with a transfer station used by member communities. The facility boasts a 44% recovery rate of recyclable materials from its solid waste stream, one of the highest levels in the State. Currently the organization is looking into expanding its capabilities to include the recycling of construction debris.

By continuing to work with neighboring communities, the overall costs of solid waste disposal should decrease. This arrangement allows communities some degree of oversight in their solid waste management practices. At present, Appleton plans to continue its membership in the Tri-County Solid Waste Management Organization. See the Public Facilities Section for analysis and recommendations on these issues.

### **Regional Affordable Housing**

The need for affordable housing is seen region wide, especially as housing costs increase at a faster rate than incomes. While the Maine State Housing Authority lists housing in Appleton as unaffordable to median income households, Appleton does provide more affordable housing as a proportion of total housing in town than does the region as a whole, and so the town is in part serving the region's needs. Appleton has become an even more desirable place to live for people who work along the coast. This is not surprising given the value of coastal properties in the Mid-coast area. In short, there has been an increased demand in the local housing market, which has increased property values, and property tax valuations in Appleton. See the Housing Section for a discussion of these issues and for recommendations

### **Regional Employment**

Simply stated, the major economic issue region wide is the need to create more well paying jobs that will provide an incentive for young persons to remain in the area, and give them the resources to afford the rising costs of housing. Eastern Maine Development Corporation is the regional organization charged with economic development assistance in Knox and Waldo Counties. Assistance for businesses can also be sought through the Small Business Association, University of Maine Cooperative Extension, and private non-profit agencies.

Appleton is in good measure dependent on surrounding municipalities for jobs. Many residents commute to jobs in Belfast, Augusta and Rockland.

Some of the issues involving the local economy and local employment opportunities have been discussed in the Economy Section of this Plan. One issue that was identified is the small number of local employers in Appleton. If expansion of local employment opportunities is a goal for the community, then some type of attraction effort must occur as Appleton is at a competitive disadvantage with other communities when it comes to amenities and services desired by some employers.

A town has the option of trying to market itself as a single entity, or it can join with other communities and take a regional or sub-regional approach. The advantage of a single town effort is an increase in the town's tax base. Local employment gains may vary as there is no guarantee that new jobs will be given to local citizens. The disadvantages to a direct marketing effort by a community, particularly smaller rural towns, are the significant amount of funds needed for the effort and lack of services and amenities when compared to larger towns and cities.

Some positive aspects of new employers, most notably wages paid to employees do not stop at town boundaries. An employee who works in Town X, lives in Town Y and shops in Town Z will probably spend money in all three towns. Due to the multiplier effect, these funds will be spent and re-spent in the community and surrounding area. Thus, wages that are paid in one community will not stay within that community.

One way for Appleton to maximize any efforts to attract new employers to the area will be to contact neighboring communities and see if there is any interest in an inter-local approach. Any inter-local efforts must be acceptable to the townspeople and not alter or negatively affect the Town of Appleton. See the Economy Section for analysis and recommendations on these issues.

### **Summary**

Comprehensive planning recognizes the importance of regional cooperation for land use, the economy and the environment. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the Natural Resources Section of the plan, the town should attempt to develop compatible resource protection standards with nearby communities. Most town residents depend on the region for employment and for consumer needs. Currently the town has regional coordination for the education of its students, animal control, waste management, and for dispatch including fire protection, ambulance service and other emergency services. Seeking improvements in these arrangements and other services should continue.

## Section 14 Survey Results

### Introduction

During 2002 and 2003, the Appleton Comprehensive Plan Committee developed a survey instrument to poll landowners and residents of the Town of Appleton to help the Committee describe a shared “vision” for the Town.

*Before there can be a meaningful comprehensive plan, the residents must agree on a mental picture of what they want the community to look like, feel like, and be like. They must imagine what people walking along Main Street should experience; imagine the sidewalks and bike trails and roads for cars and trucks; picture the parks and nature preserves; and identify the best places for new houses and what those houses might look like. This mental picture is a “vision.” The community creates the vision through a process... and the comprehensive planning committee takes the vision and translates it into the community’s blueprint or comprehensive plan. The vision describes what people want, the comprehensive plan describes how to get there.*

From the Maine State Planning Office Publication “Community Visioning Handbook: How to Imagine – and Create – a Better Future.”

[<http://www.state.me.us/spo/landuse/docs/visioning/visioning.pdf>]

In April 2004, the survey instrument was printed and mailed to some 714 addresses drawn from the Town’s tax roll, a list that includes not only current residents of the Town, but also property owners who live away but are nevertheless “stakeholders” in the planning process. 248 surveys were returned (34% of the mailing). The Committee then tabulated the hard-coded responses using computer database software, and the Committee grouped respondents’ open-ended responses into meaningful categories. The results of the Survey follow.

**Table 14-1 What is your opinion about the adequacy of town services?**

Services	Total Responses	Adequate		Needs Improvement			
				Some		Much	
		#	%	#	%	#	%
Fire Protection	197	166	84	25	13	6	3
Road Maintenance	213	138	65	55	26	20	9
Snow Removal Sanding	212	170	80	34	18	8	4
Police Protection	183	131	72	31	17	21	11
Health Services	172	113	66	38	22	21	12
Emergency Medical Services	188	139	74	38	20	11	6
Town Administration	208	165	79	28	13	15	7
School System	204	142	70	43	21	19	9
Recreational Facilities	193	101	52	56	29	36	19
Solid Waste Disposal	181	142	78	24	13	15	8

**Table 14-2 What type of land use would you like to see in Appleton?**

Housing Type	Total Responses	Expanded		Present Level		Reduced	
		#	%	#	%	#	%
Residential single family homes	216	82	38	124	57	10	5
Residential multiple family homes	208	42	20	117	56	49	24
Residential mobile homes	211	17	8	101	48	93	44
Agricultural	222	140	63	79	36	3	1
Forest	216	125	58	88	41	3	1
Recreation	206	110	53	92	45	4	2
Natural undeveloped	209	109	52	95	45	5	2
Commercial Light 10 or fewer employees	203	121	60	69	34	13	6
Commercial Medium 11 to 50 employees	193	65	34	88	46	40	21
Commercial Heavy More than 50 employees	188	28	15	95	51	65	35

**Table 14-3 Should Appleton encourage the preservation of**

Item	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Historic sites	226	195	86	14	6	17	8
Natural resources	222	189	85	18	8	15	7
Scenic views	222	184	83	12	5	16	12
Undeveloped shoreline	214	161	75	18	8	35	16
Wildlife habitat	222	193	87	10	5	19	9
Groundwater sources	220	194	88	11	5	15	7
Wetlands	223	171	77	14	11	28	13
Steep slopes	218	147	67	31	14	40	18
Forested land	224	185	83	14	6	25	11
Agricultural land	224	197	88	9	4	18	8

**Table 14-4 Should Appleton retain and /or acquire land for public use**

Usage	Total Responses	Yes		Undecided		No	
		#	%	#	%	%	#
Public land on Sennebec Pond	226	169	75	13	6	44	19
Land for town forest	223	124	56	28	13	71	32
Scenic tracts places	214	142	66	19	9	53	25
None	78	10	13	23	29	45	58
Other	44	11	25	19	43	14	32

**Table 14-5 Should Appleton have ordinances to cover specific activities such as environmental protection, site improvement, and junkyards**

Standards for	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Artificial lighting	223	140	63	23	10	60	27
Signs and billboards	230	180	78	8	3	42	18
Junkyards automobile recycling	235	204	87	8	3	23	10
Land use	225	137	61	28	12	60	27
Aesthetic design	216	80	37	37	17	99	46
Other	30	6	20	18	60	6	20

**Table 14-6 Zoning to Control Development**

Should Appleton	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Consider districting to control future growth and development	239	119	50	60	25	60	25
Discourage development in areas that might have scenic, wildlife, and agricultural or other important values	230	153	67	23	10	54	23
Have Specific areas for commercial use	233	95	41	46	20	92	39

**Table 14-7 If the demand for multifamily housing in Appleton should develop, should the housing units be**

Permitted	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Anyplace in a residential area	213	53	25	17	8	143	67
Only in specific parts of town	211	135	64	22	10	54	26
Conversion of exist single family	208	121	58	31	15	56	27
Garden apartments	204	100	49	41	20	63	31
Condominiums	201	79	39	29	14	93	46
3 - 4 Story buildings	205	25	12	22	11	158	77
No opinion	29	5	17	8	28	16	55
Other	17	3	18	5	29	9	53

**Table 14-8 Type of Housing Desired in Appleton**

Desired Housing Types	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Housing for the Elderly	228	155	68	33	14	40	18
Affordable housing	226	119	53	37	16	70	31
Nursing homes	220	109	50	44	20	67	30
Boarding homes	217	80	37	45	21	92	42
Other	31	7	23	9	29	15	48

**Table 14-9 Mobile Homes Parks**

Regulation	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Parks allowed in residential areas	208	21	10	10	5	177	85
Parks allowed in specific parts of town	217	132	61	15	7	70	32
Parks allowed as conversions of single family properties	179	34	19	25	14	120	67
No Opinion on park placement	18	5	28	5	28	8	44
Other park placement	16	6	38	3	19	7	44
Mobile home installation	231	156	68	24	10	51	22

**Table 14-10 Control of Minimum Lot Sizes (Less than 1 acre)**

Regulation	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Anywhere in the town limits	210	33	16	12	6	165	79
In specific parts of town	223	127	57	17	8	79	35
If lots are sold at an affordable price	200	32	16	38	19	130	85
No opinion	20	4	20	7	35	9	45
Other	17	5	29	4	24	8	47

**Table 14-11 Types of Businesses or Industries to Move into Town or Expand**

Type	Total Responses	Favor		Undecided		Oppose	
		#	%	#	%	#	%
Light Industry	212	143	67	27	13	42	20
Research firms	209	134	64	33	16	42	20
Boat building	214	169	79	18	8	27	13
Craft industries	214	182	85	15	7	17	8
Trade Services	206	159	77	25	12	22	11
Retail stores	214	138	64	21	10	55	26
Repair services	216	175	81	19	9	22	10
Construction	210	144	69	24	11	42	20
Professional services	214	182	85	12	6	20	9
Banking	212	131	62	21	10	60	28
Medical	212	161	76	14	7	37	17
Tourism and recreation	209	132	63	24	11	53	25
Hotels inns motels	211	92	44	27	13	92	44
Bed Breakfast	219	177	81	12	5	30	14
Timeshare units	209	57	27	23	11	129	82
Restaurants	216	171	79	12	6	33	15
Amusements	210	59	28	27	13	124	59
Resource extraction and production	206	46	22	39	19	121	59
Forestry operations	215	108	50	33	15	74	34
Wood processing	209	97	46	32	15	80	38
Farming	223	205	92	9	4	9	4
Processing farm products	211	124	59	34	16	53	25
Mining Quarrying	220	52	24	25	11	143	65
Heavy industry	214	20	9	15	7	179	84
Toxic waste storage	221	6	3	8	4	207	94
Automotive salvage yard	218	29	13	21	10	168	77
Other	33	4	12	10	30	19	58

**Table 14-12 Small Business (If standards relating to traffic safety, environment, and neighborhood impacts are met)**

Allowed Area	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
In home	237	229	97	5	2	3	1
Separate building on their property	236	212	90	16	7	8	3

**Table 14-13 Transportation**

Should the Town	Total Responses	Yes		Undecided		No	
		#	%	#	%	#	%
Pave more town-maintained roads	232	84	36	30	13	118	51
Be involved in the administration of regularly scheduled public transportation, if it becomes available	236	80	34	45	19	111	47
Use it's tax revenues to support regularly scheduled transportation	232	50	22	43	19	139	60

**Table 14-14 Who should be responsible for bringing substandard town roads up to standard when houses are built on these roads**

Builder developer		Home owner		Town		No opinion		Other	
#	% (of 248)	#	% (of 248)	#	% (of 248)	#	% (of 248)	#	% (of 248)
118	48	54	22	101	41	21	8	5	2

**Demographics of Responders**

**Length of Appleton residency (223 responded)**

- Less than 5 years 14 (6%)
- 1 to 5 years 38 (17%)
- 5 to 10 years 40 (18%)
- 11 to 30 years 83 (37%)
- 31 to 100 years 48 (22%)

**Live in another state for less than six months of the year** 12 (5% of the 248 responders)

**Live in Appleton for less than six months of the year** 34 (14% of the 248 responders)

**Do you plan to move to Appleton permanently within the next ten years?**

Total responses: 44

**Yes** 13 (30%)

**Undecided** 17 (39%)

**No** 14 (32%)

**Age Distribution within Responder Households**

**Less than 18** 114

**19-40** 119

**41-60** 223

**Over 60** 107

**Responder's Property Status**

**Own your home in Appleton** 198 (80% of 248)

**Rent your home in Appleton** 2 (1% of 248)

**Own land other than your home site in Appleton** 73 (30% of 248)

**Table 14-15 Makeup of Responders Households by Sex and Age**

Sex	Age Range				
	Less Than 5	6 to 17	18 to 30	31 to 65	Over 65
Male	21	40	29	153	46
Female	13	38	31	155	48

**Location of Place of Employment for Household Members**

<b>Appleton</b>	49 (20% of 248)
<b>Union</b>	12 (5% of 248)
<b>Rockland</b>	49 (20% of 248)
<b>Camden</b>	38 (15% of 248)
<b>Belfast</b>	24 (10% of 248)
<b>Augusta</b>	9 (4% of 248)
<b>Other</b>	87 (35% of 248)
<b>Retired</b>	46 (19% of 248)
<b>Unemployed</b>	11 (4% of 248)

**Occupations of the adults in the household**

<b>Marine related</b>	19 (8% of 248)
<b>Farming</b>	22 (9% of 248)
<b>Construction trades</b>	57 (23% of 248)
<b>Business management/administration</b>	36 (14% of 248)
<b>Restaurant lodging</b>	7 (3% of 248)
<b>Sales</b>	13 (6% of 248)
<b>Clerical</b>	6 (2% of 248)
<b>Government</b>	16 (6% of 248)
<b>Health care</b>	40 (16% of 248)
<b>Homemaker</b>	33 (13% of 248)
<b>Teacher</b>	31 (12% of 248)
<b>Other</b>	64 (26% of 248)

**Responder's Area of Residency**

<b>Total</b>	197
<b>Downtown</b>	20 (10%)
<b>Burkettville</b>	45 (23%)
<b>The Ridge</b>	40 (20%)
<b>West Appleton</b>	31 (16%)
<b>North Appleton</b>	25 (13%)
<b>East Side</b>	36 (18%)

**Would responders divide their currently held property if the opportunity arose**

<b>Total responders</b>	229
<b>Yes</b>	55 (24%)
<b>Undecided</b>	34 (15%)
<b>No</b>	140 (61%)

**Questions**

The Comprehensive Plan Committee has compiled the top responses from the surveys and listed them below in order of frequency.

**What do you like best about living in Appleton?**

<b>Rural Character and Scenic Beauty</b>	71 (29% of 248)
<b>Quiet Surroundings</b>	36 (15% of 248)
<b>Wildlife</b>	15 (6% of 248)
<b>Neighborly People</b>	15 (6% of 248)
<b>Ponds and Rivers</b>	8 (3% of 248)
<b>Low Crime</b>	2 (1% of 248)
<b>Close to Services</b>	2 (1% of 248)
<b>Schools</b>	1 (<1% of 248)

**What do you like least about living in Appleton?**

<b>High Taxes</b>	20 (8% of 248)
<b>Deterioration of Dwelling and/or Zoning Related Problems</b>	11 (4% of 248)
<b>Speeding Cars</b>	10 (4% of 248)
<b>Traffic</b>	8 (3% of 248)
<b>Lack of Community Center</b>	5 (2% of 248)
<b>New People Wanting Change</b>	3 (1% of 248)
<b>Poor Municipal Planning</b>	2 (1% of 248)
<b>Cost of Schools</b>	2 (1% of 248)
<b>Access to ponds and Rivers</b>	1 (<1% of 248)

**What do you consider the single most important issue or problem that the town of Appleton faces?**

<b>High Taxes</b>	65 (26% of 248)
<b>Uncontrolled Growth</b>	52 (21% of 248)
<b>Loss of Open Space</b>	12 (5% of 248)
<b>Lack of Commercial Tax Base</b>	11 (4% of 248)
<b>Road Maintenance</b>	9 (4% of 248)
<b>Deterioration of Dwelling and/or Zoning Related Problems</b>	8 (3% of 248)
<b>Quality of Schooling</b>	6 (2% of 248)
<b>Lack of Community Space</b>	4 (2% of 248)
<b>Traffic</b>	4 (2% of 248)

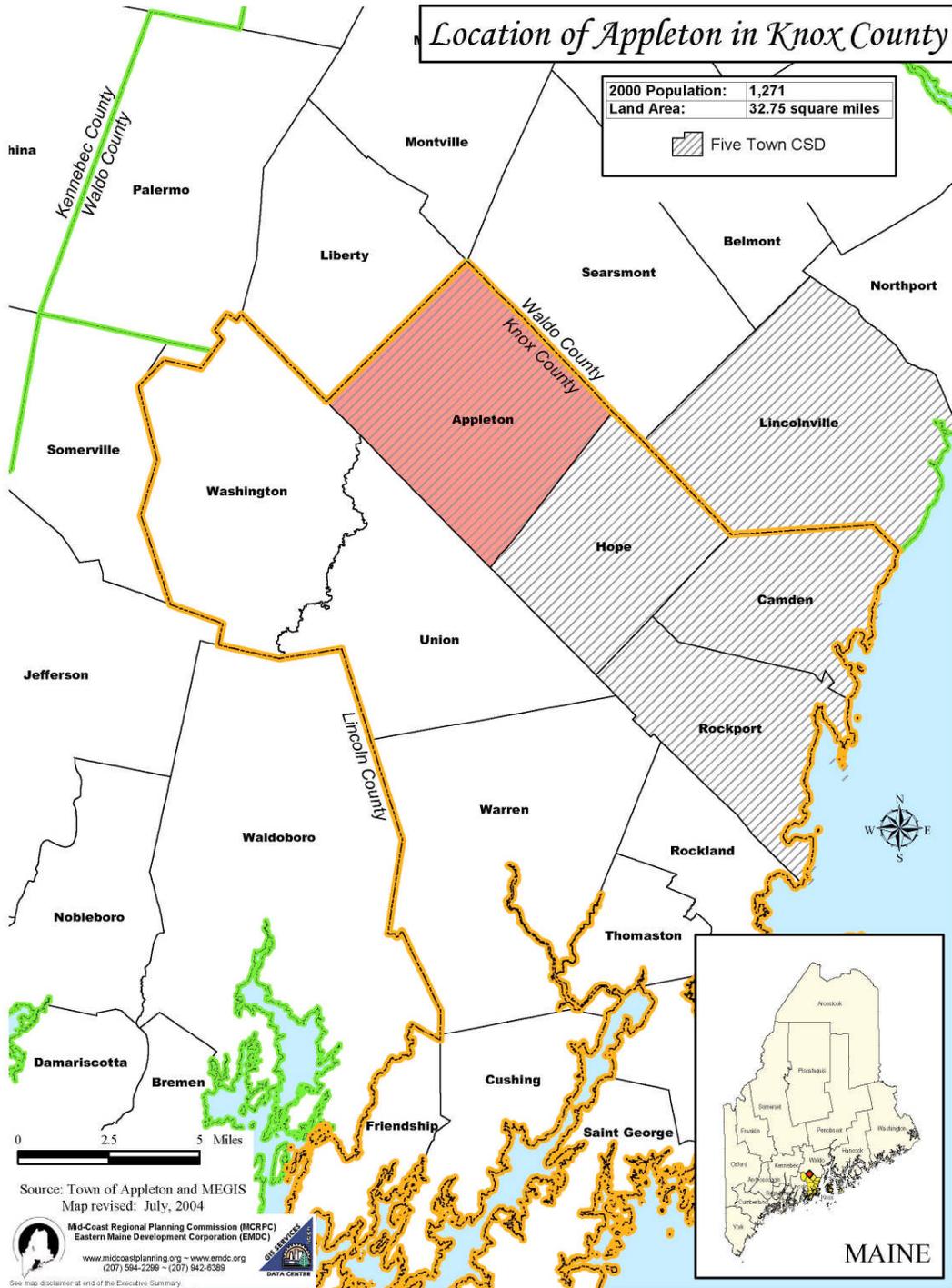
**Summary of Comments:**

Respondents agree that Appleton's rural character, quiet, abundance of wildlife, ponds and rivers, and neighborly people are the favored characteristics of our town.

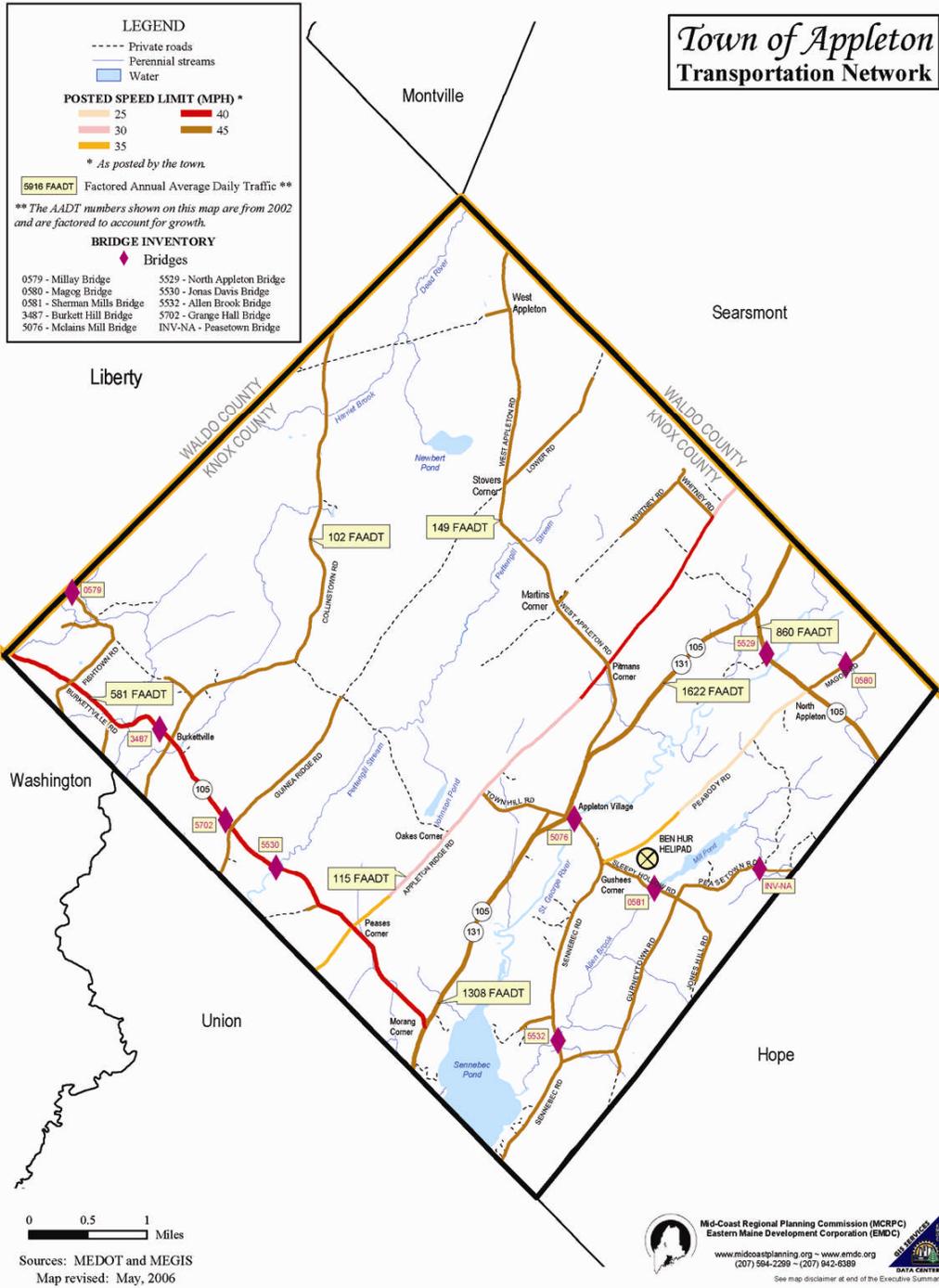
Conversely, uncontrolled growth, loss of open space, speeding and traffic problems, are named among the least favorable aspects of living in Appleton, as well as among the problems and issues Appleton faces.

The highest number of respondents noted high taxes as the least favorable aspect of living in Appleton, as well as the single most important issue or problem that town of Appleton faces.

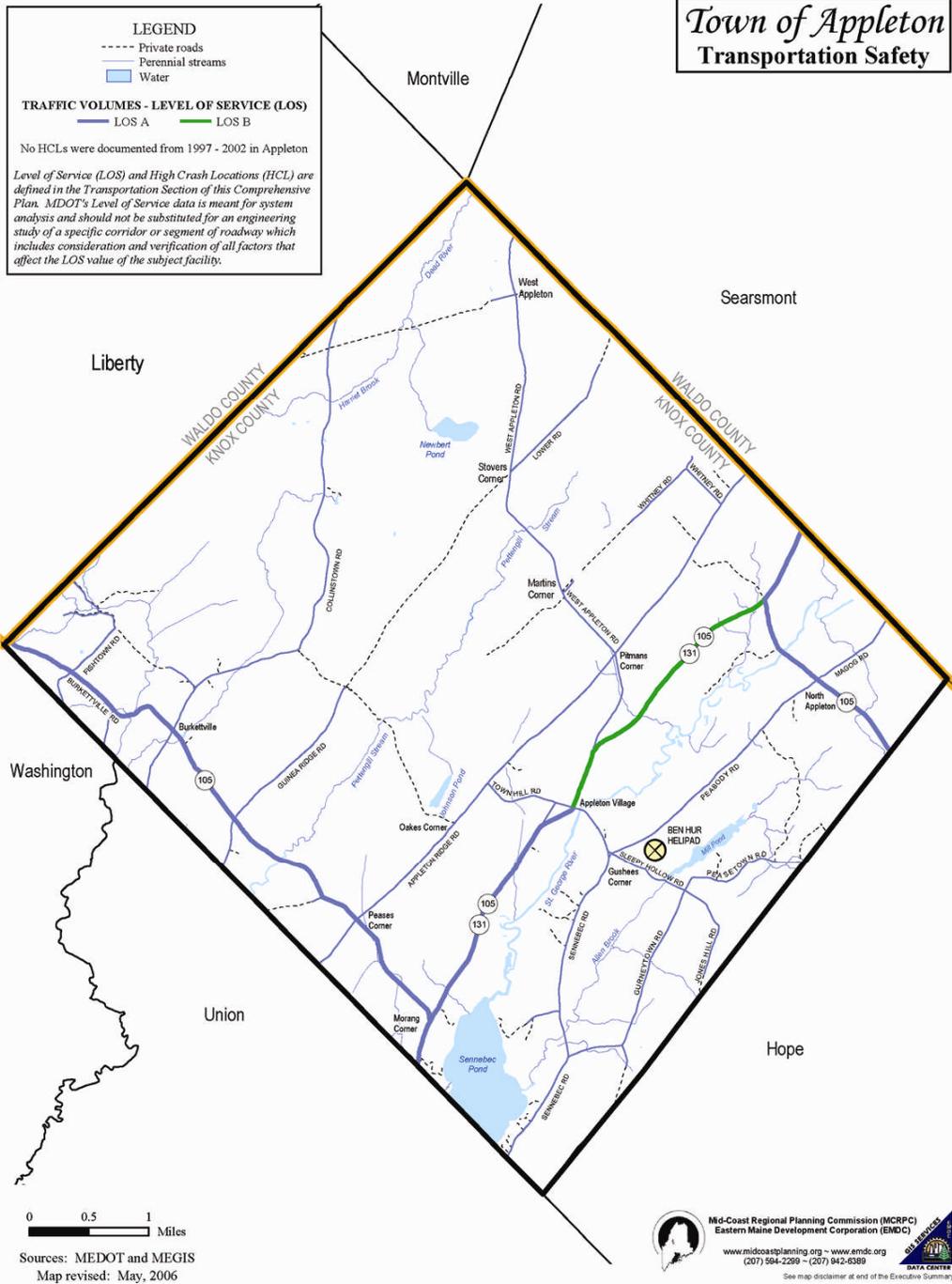
## **Appendix A - Maps**



**Map 1 - Location**

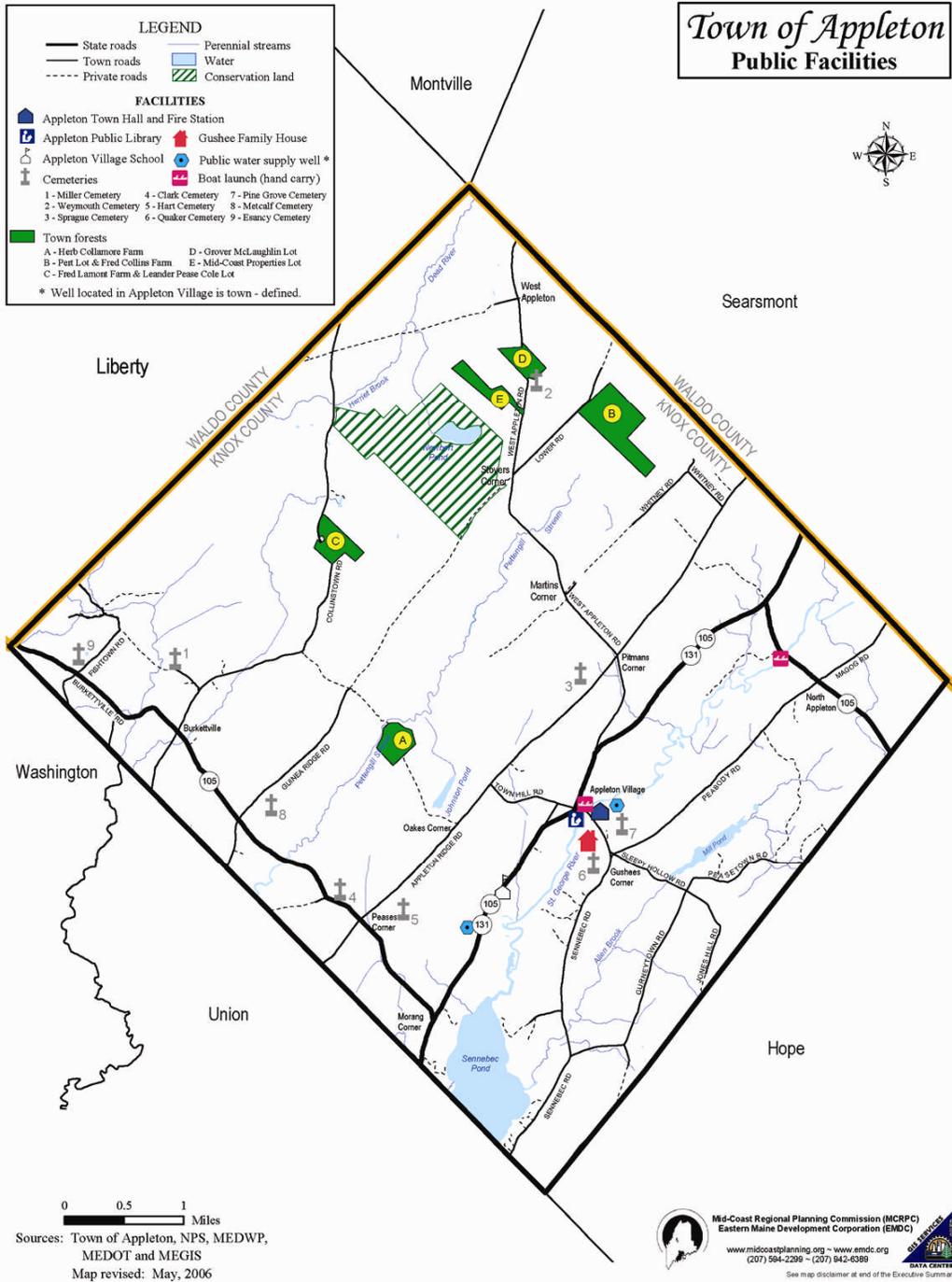


Map 2 – Transportation Network

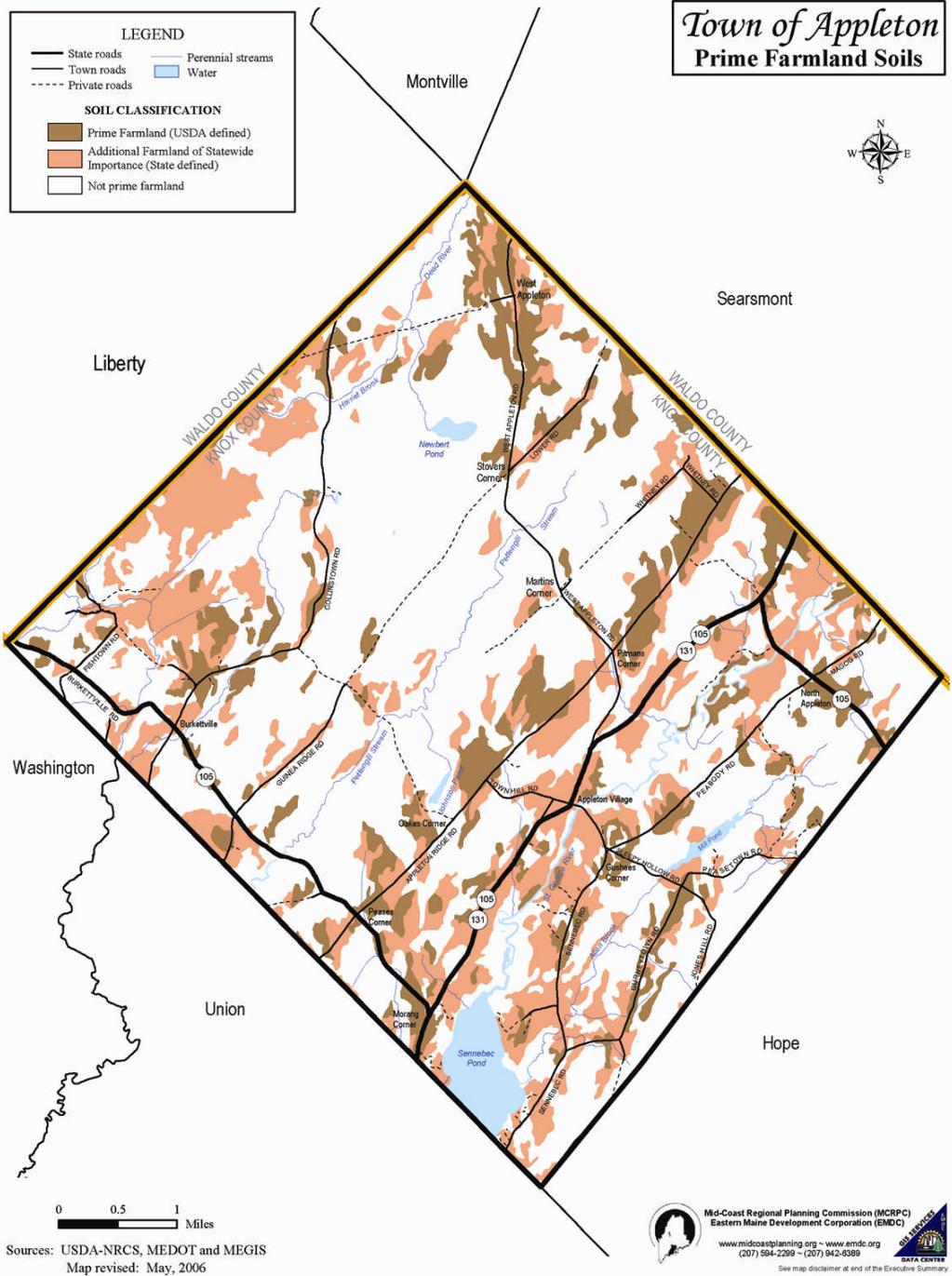


**Map 3 – Transportation Safety**

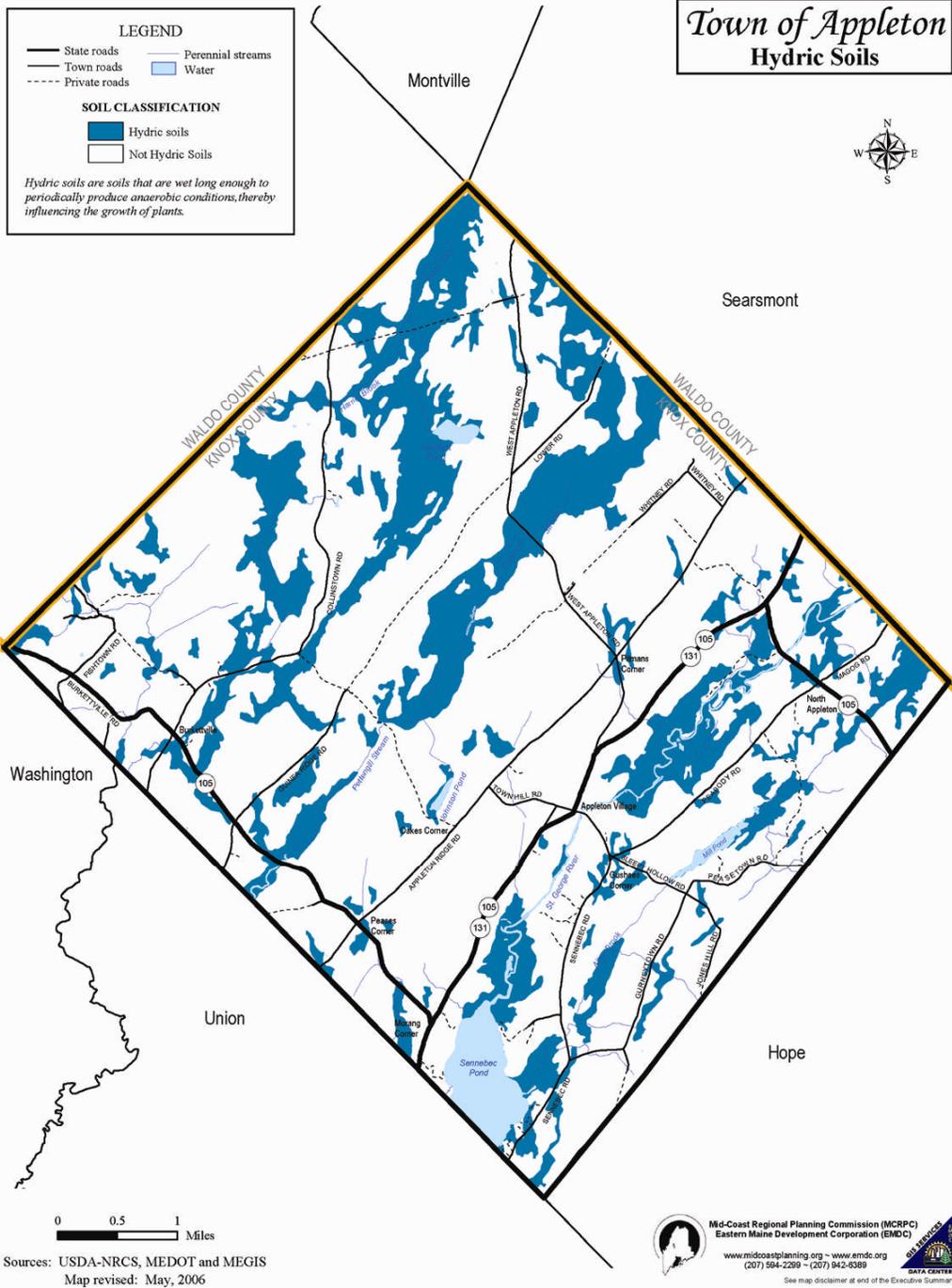




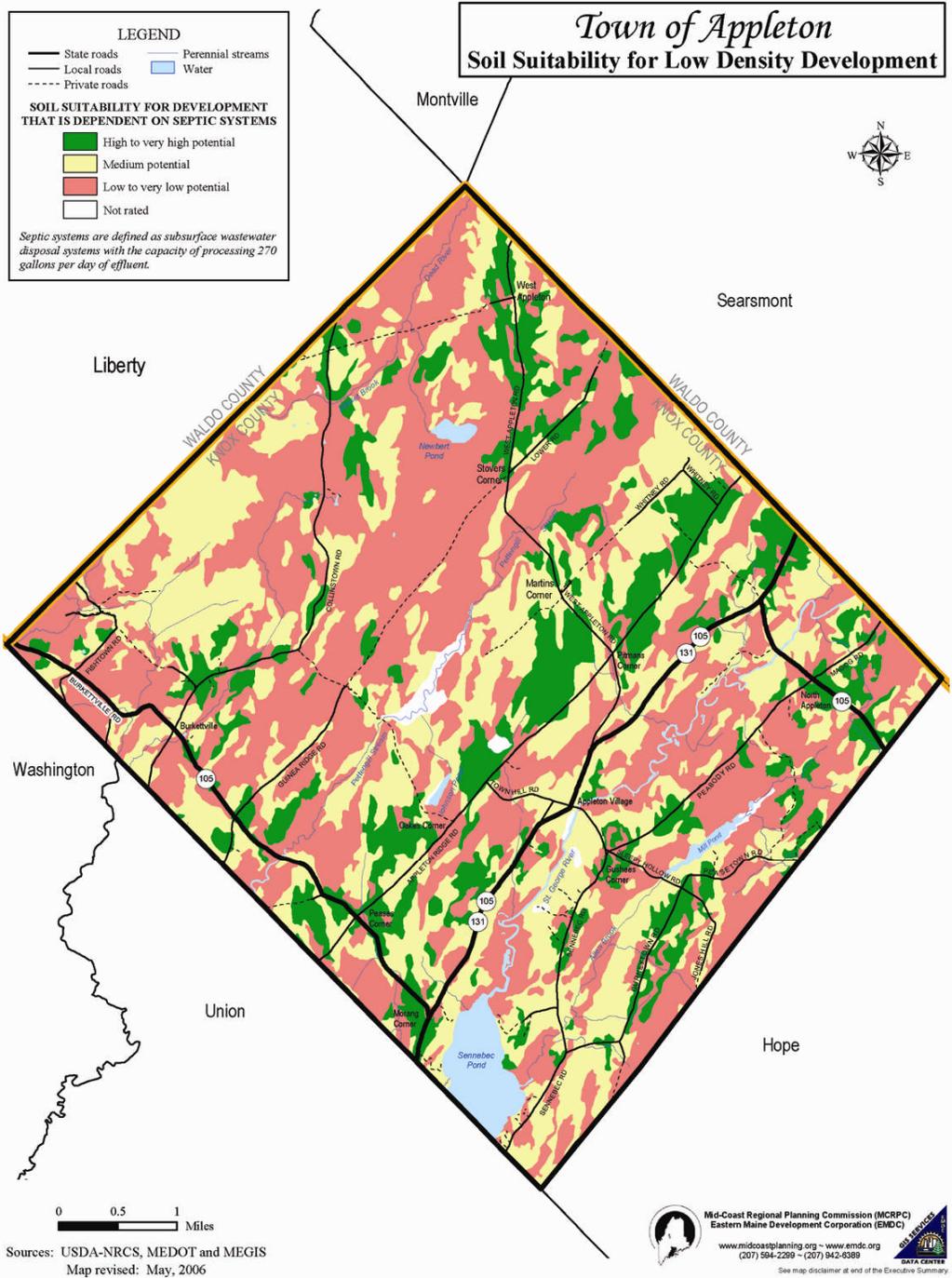
**Map 5 – Public Facilities**



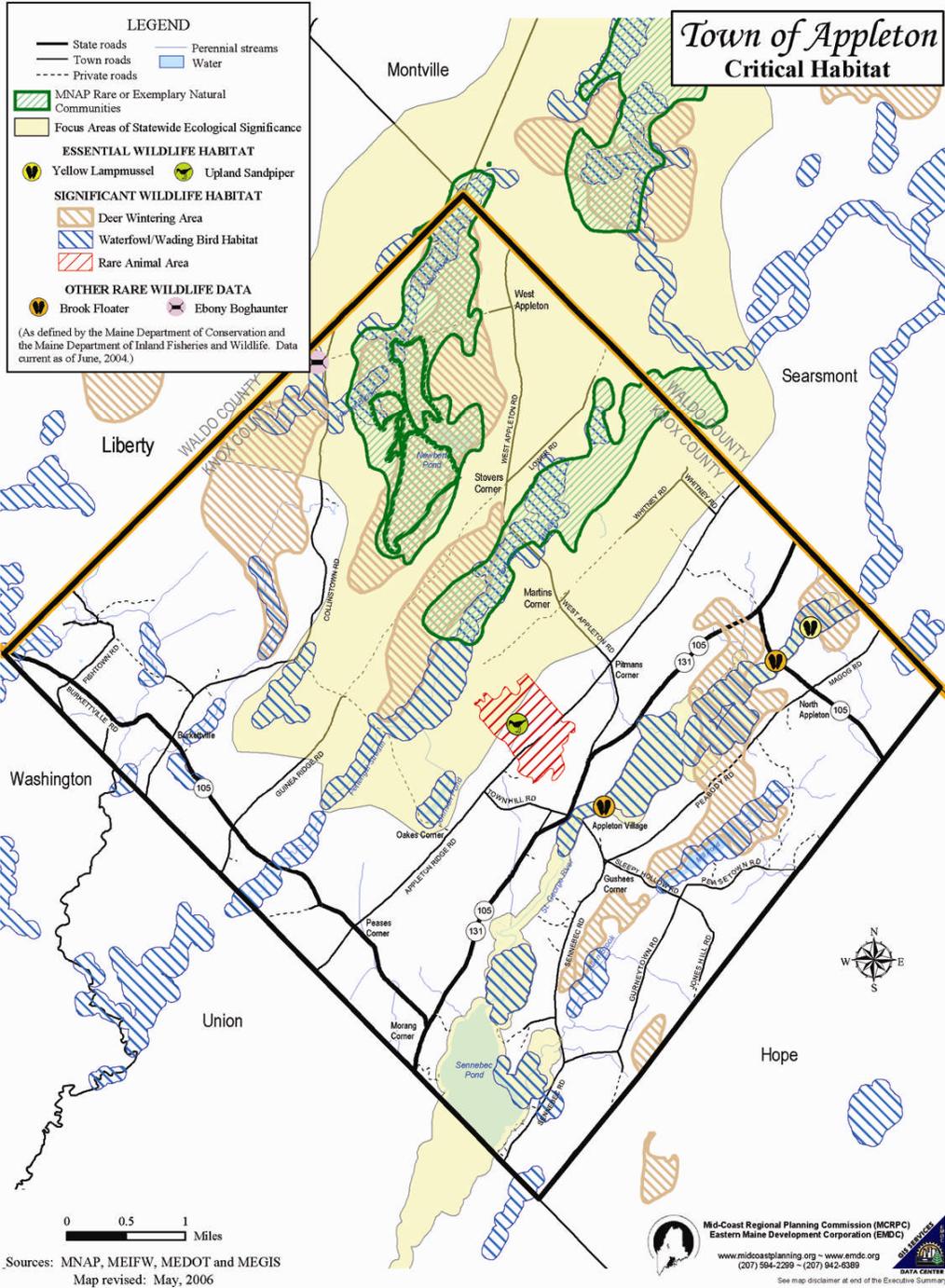
**Map 6 – Prime Farmland Soils**



**Map 7 – Hydric Soils**



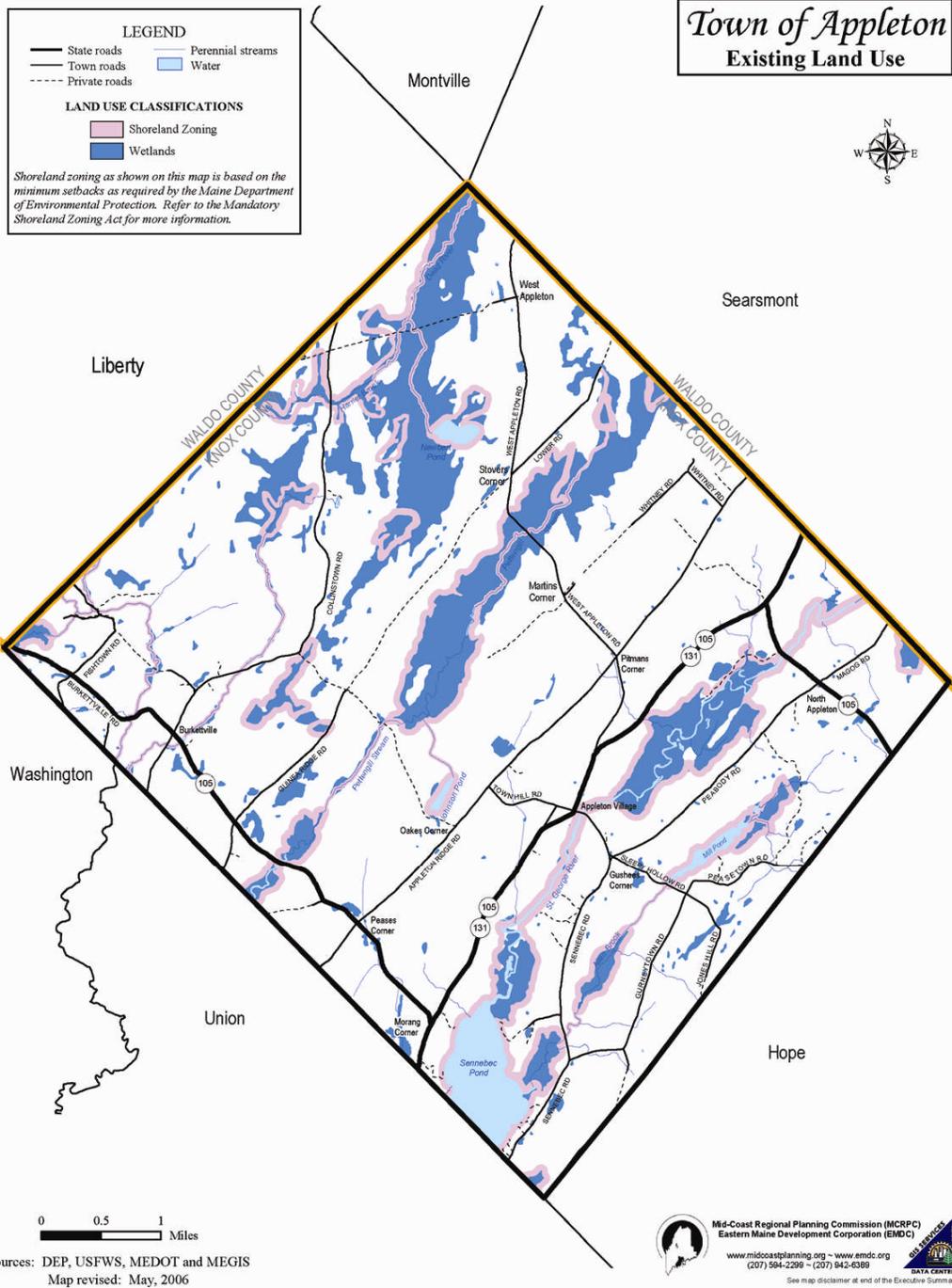
**Map 8 – Soil Suitability for Low Density Development**



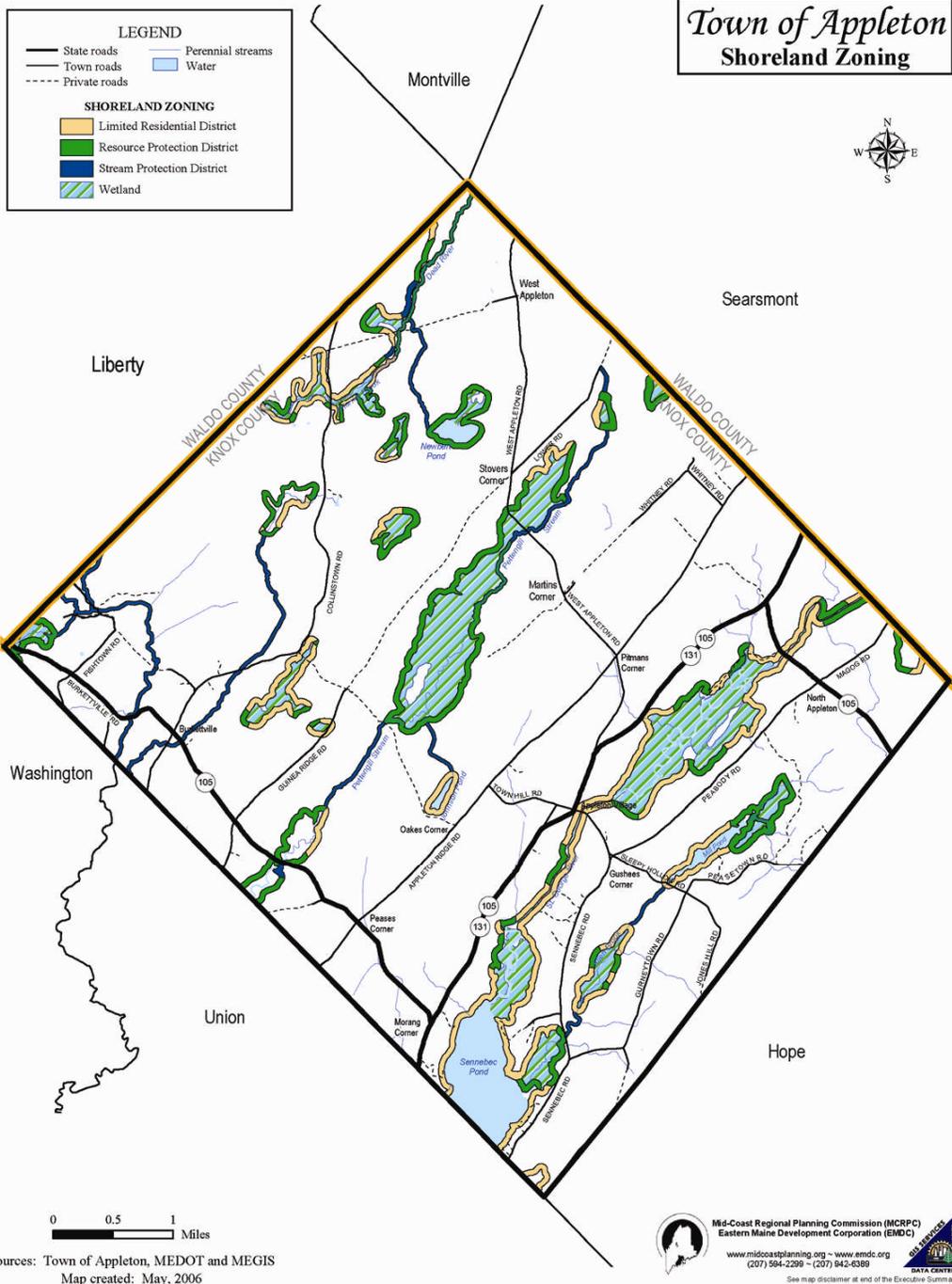
**Map 9 – Critical Habitat**



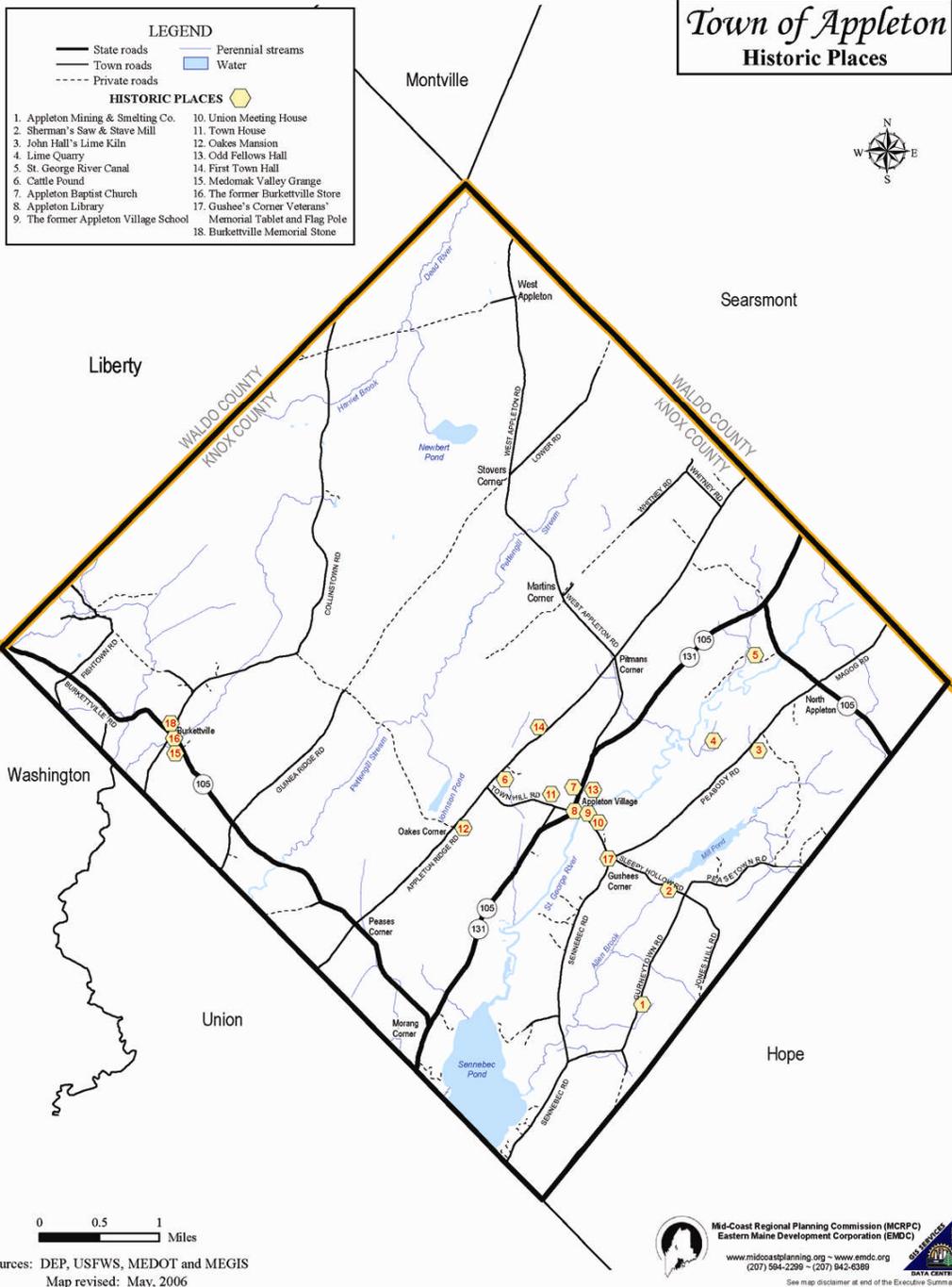




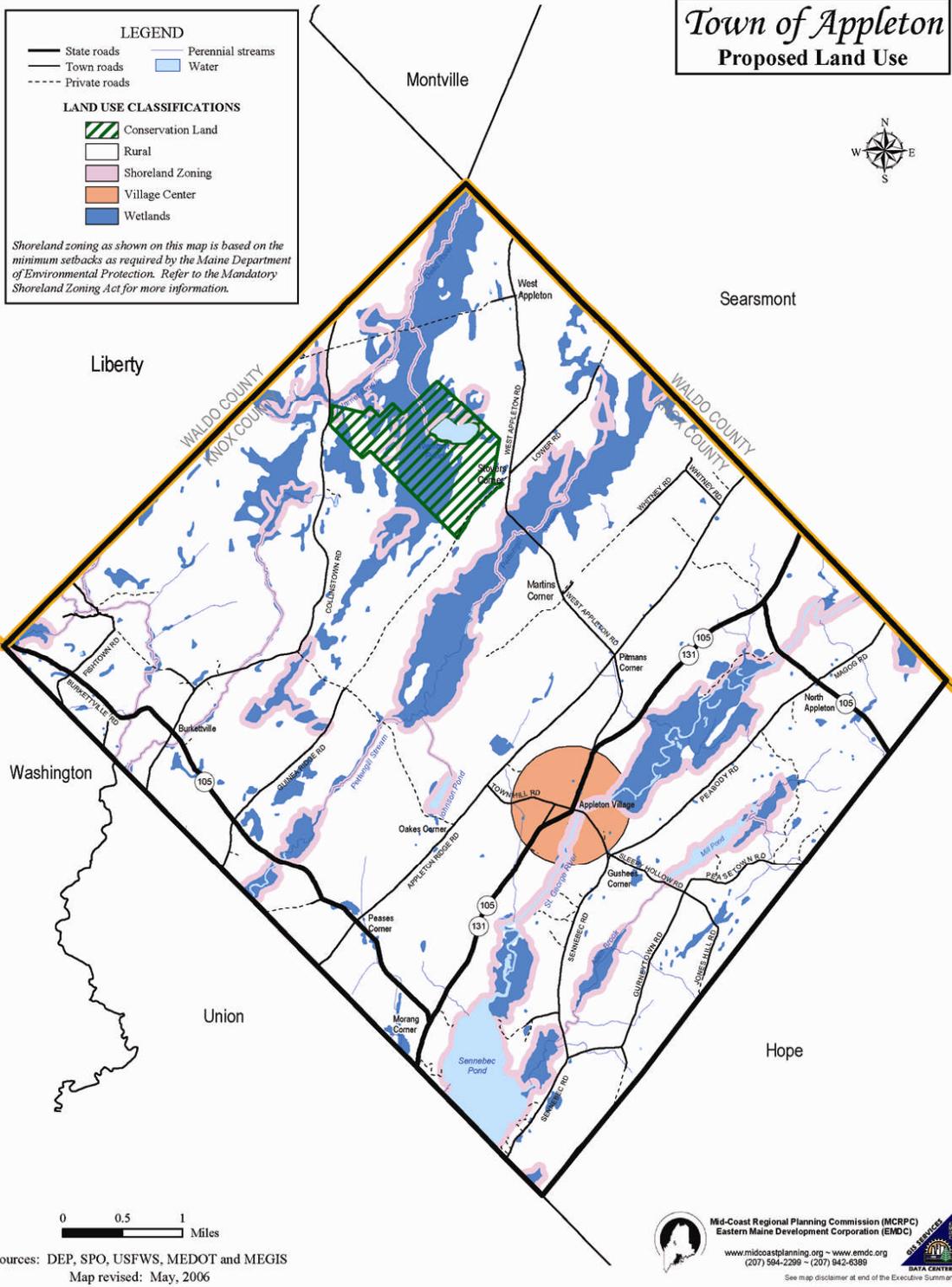
**Map 12 – Existing Land Use**



**Map 13 – Shoreland Zoning**



**Map 14 – Historic Places**



**Map 13 – Proposed Land Use**

**Appendix B – Capital Improvement Plan**  
**Approved at Town Meeting in 2005**

For the purposes of the Capital Improvement Plan, town needs were separated into four major categories, representing the four major operational divisions of the Town; Municipal, Schools, Roads & Bridges and Fire Department.

Priority of need is indicated by the time-frame given to commence upgrade/purchase. For example, a bridge listed with a 2-3 year time-frame would have priority over a culvert estimated to need repair in 5-10 years.

The Capital Improvement Plan Committee wishes to point out that approval by the voters of this Plan does not in itself raise or appropriate the itemized funds in any category, nor does it mandate the approval of these funds at a later date. All expenditures listed in this report must be approved by the voters at Town Meeting or by secret ballot.

The Town owns several Town Forests, a capital asset. These have in the past produced income for the Town and should continue to do so if properly managed. This income could be allocated to pay for specific capital improvement needs.

Following are the proposed capital needs established for each department in 2005. Although the original Article specifies a five year plan, the Capital Improvement Plan Committee also identified needs which have been identified but may fall outside this five-year time frame. Projects determined to be routine maintenance (painting, etc) are not included in this plan,

**SCHOOL**

<u>Item</u>	<u>Estim. Cost \$</u>	<u>Priority</u>
Roof Replacement	260,000	0-1 years
Gym Floor Replacement	34,000	0-1 years
New addition/Renovations	237,000	1-3 years
<b>Total</b>	<b>531,000</b>	

The method of paying for these school improvements would be with bonds arranged through the Maine Municipal Bond Bank.

The School items were approved at a Special Town Meeting held in January, 2005.

**APPLETON FIRE DEPARTMENT**

<u>Item</u>	<u>Estim. Cost \$</u>	<u>Priority</u>
2,000-2,500 gal. tank truck	75,000 - 100,000	3-5 years
Forestry Utility Vehicle	40,000	5+ years

The method for paying would be through installment payments from monies set aside in the Fire Truck Reserve Fund. Funds for the Fire Truck Reserve are appropriated at Town Meeting from property taxes.

**MUNICIPAL**

<u>Item</u>	<u>Estim. Cost \$</u>	<u>Priority</u>
Ramp/entrance for handicap Accessibility*	5,000	0-2 years
New heating system	25,000	5-10 years
Lowering ceilings in public area of Town Hall	3,000-5,000	5-10 years

\*An inspection by the Secretary of State's Office, Bureau of Corporations, Elections and Commissions in 2004 revealed that upgrades to the Town Hall must be made to make the polls more accessible to voters.

## ROADS AND BRIDGES

<u>Item</u>	<u>Estim. Cost \$</u>	<u>Priority</u>
Fishtown Road Bridges (2)	400,000	1-3 years
Rebuild Sleepy Hollow Bridge	350,000	2-3 years
West Appleton Road (Replace culvert and rebuild hill)	500,000	2-5 years
West Appleton Road Culvert (Pettingill Stream)	50,000	5-10 years
Town Hill Rd bridge	50,000	5-10 years
Collinstown Road Culvert (2)	100,000	5-10 years
Peasetown Bridge	150,000	10+ years

Accurate estimates for bridge and road projects are next to impossible to obtain as no contractor is able to give construction estimates beyond the next season. The above estimates, as well as the time-frame to commence work, are 'ballpark' estimates provided by the road commissioner. Funds for the road projects listed above would come from several sources: Town appropriations from property taxes, Local Road Assistance (State) funds, and other MDOT matching funds, if available.